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BAYVIEW HUNTERS POINT Community Revitalization Concept Plan

MARCH 2002

BAYVIEW HUNTERS POINT COMMUNITY REVITALIZATION CONCEPT PLAN
MARCH, 2002

Concept Plan text adopted and distributed, November 2000
Executive Summary distributed, March 2001

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Alvin Jones, Housing Committee Chair

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Cynthia Selmar, Southeast Health Center
Sandra Swanson, Residential Tenant/Student
Evette Taylor-Monachino
Claude Wilson, Southeast Alliance for Environmental Justice
San Francisco Redevelopment Agency
Long Range Planning/Technical Advisory Staff

CONCEPT PLAN PRODUCTION

Nashua Kalil, AICP, Lead Writer/Editor
Lisa M. King, Secondary Writer/Editor
Regina W. Davis, Contributing Writer
Lisa M. King and Nashua Kalil, Maps and Plans
Julie Schwade, Graphic Designer
Linda Zane, Lisa King and Nashua Kalil, Supportive Graphic Design and Layout

ALL PHOTOS BY AGENCY STAFF UNLESS OTHERWISE NOTED.

COVER PHOTOS

Aerial photograph of Bayview emphasizing the bay. Bob Ecker Photography.
Youth photograph. Courtesy San Francisco League of Urban Gardeners.



City & County of San Francisco
Office of the Mayor



Dear Bayview Hunters Point Community:

On April 16, 2006, as the City and County of San Francisco, I congratulate the PAC on the Bayview Hunters Point Revitalization Concept Plan!

Revitalizing the Bayview Hunters Point
support the efforts of the PAC in developing a
hard work thus far in assuring Bayview Hunters
as one of the City's great neighborhoods. The
celebration of Bayview Hunters Point's past,

community planning will illuminate the new way in
this City. As we proceed to the implementation
Revitalization Concept Plan will serve Bayview
as a whole as the official vision of the people.

for achievement!

5/S




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Mayor

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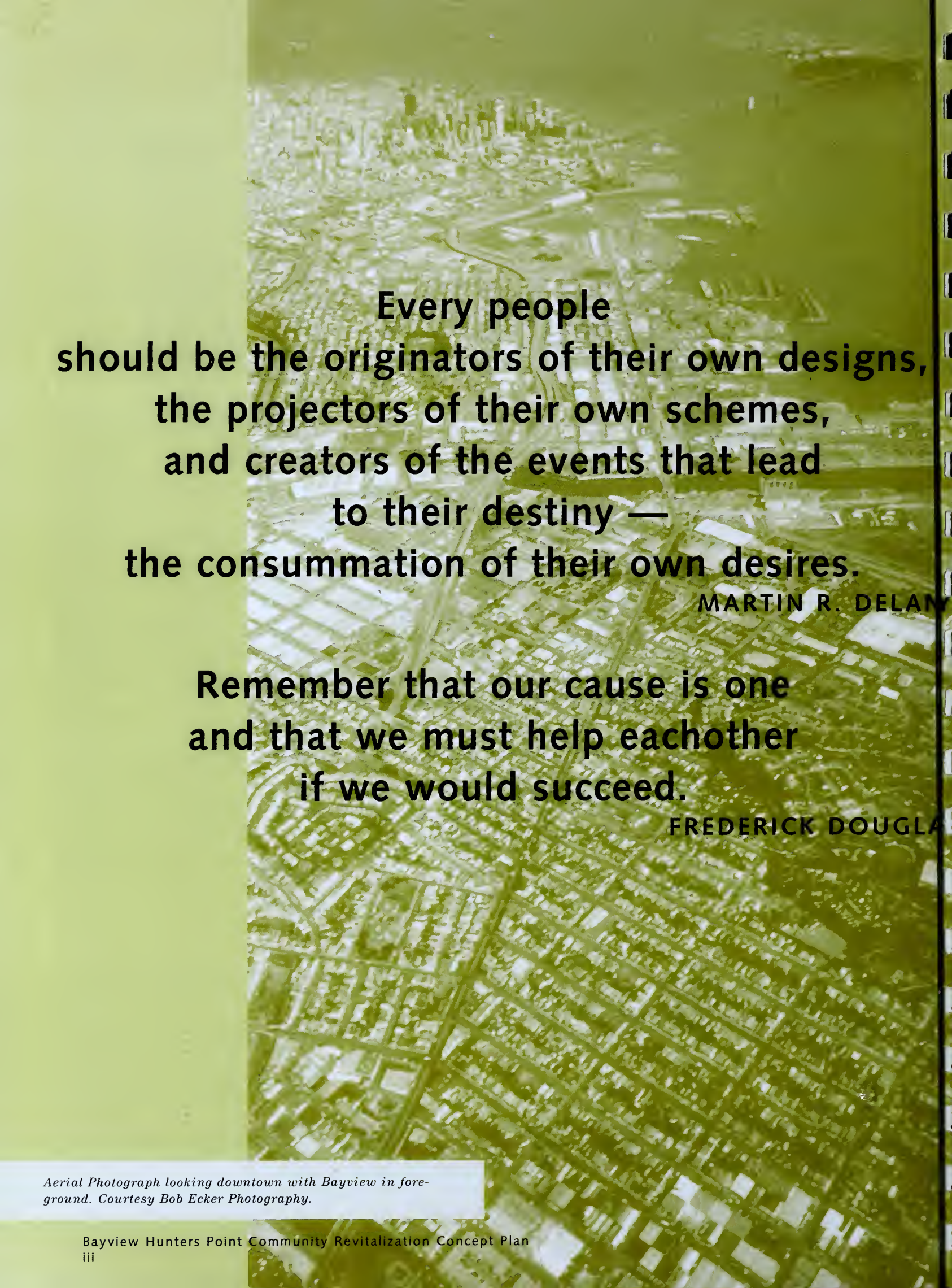
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RECYCLED PAPER



**Every people
should be the originators of their own designs,
the projectors of their own schemes,
and creators of the events that lead
to their destiny —
the consummation of their own desires.**

MARTIN R. DELANY

**Remember that our cause is one
and that we must help each other
if we would succeed.**

FREDERICK DOUGLASS

Aerial Photograph looking downtown with Bayview in foreground. Courtesy Bob Ecker Photography.



SOPHIE MAXWELL

Dear Bayview Hunters Point Community:

Congratulations on the completion of the Revitalization Concept Plan! Our community will begin to benefit from the vision and extensive planning process the Project Area Committee has endured along with you. We must take stock in our buildings, streets, services and the needs of our people to bring the plan to fruition. Together we can ensure that the current Bayview Hunters Point Community is the benefactor of progress and prosperity.



There are changes that are going on right now. There are more changes to come. Your property values and quality of life will increase as quality conveniences such as great things like fresh fruit and vegetables, theater and entertainment, great restaurant and eateries, cultural amenities like museums, jazz houses and much more become a part of the community. Along with these amenities will come economic development via entrepreneurial opportunities, as well as career oriented jobs. Through dedicated grassroots efforts, we can ensure that the plans for the community are two fold in that they are working on both the long-term and the immediate growth. I strongly encourage those that currently live in the community to stay in BVHP and participate, benefit and share in our growth. Bayview Hunters Point is taking its place among the other great communities in San Francisco and will be known for its good quality of life and services for its residents and visitors.

There have been many plans before this one. This time we are getting things done. The PAC, together with the community, can integrate the old and the new ideas to create the best BVHP ever. I, together with you, will be working hard at improving the totality of our existence: our health, our homes, our daily life, and our future via a promotion of the Revitalization Concept Plan.

Sincerely,

A handwritten signature in cursive script that reads "Sophenia Maxwell".

Sophenia Maxwell

Supervisor, District 10



Mayor Brown and Supervisor Maxwell join the Bayview Hunters Point PAC in celebrating the year's accomplishments at the February 2002 PAC Annual Meeting.

Left to right, front row: Emily Rogers, Jessie Williams, Linda Richardson, Jim Martin, Mayor Brown, Supervisor Maxwell, Reverend Cordell Hawkins, Ellen Hayes, and Angelo King. Second row, left to right: Michael Hamman, Daniel Dodt, Ollie Burgess, Ena Aguirre, Alvin Jones, and Evette Taylor-Monachino. Back row, left to right: Betty McGee, Dorris M. Vincent and David Lee Crosby.



TO THE BAYVIEW HUNTERS POINT COMMUNITY, OUR FRIENDS,
NEIGHBORS, PARTNERS AND SUPPORTERS:

On behalf of the Project Area Committee, I am happy to release this final iteration of the Community Revitalization Concept Plan for the Bayview Hunters Point community. With the release of this visionary document, that represents an investment thousands of hours of volunteer services and community participation, it is my most sincere hope and prayer that we also release all of the energy, resources, time and commitment that this community can muster in order to realize the vision articulated in these pages.

As long and difficult as the path has been to finalize this document over the past four years and more, the hard work that awaits us ahead will present even greater challenges and stronger commitments from each and every member of this community. In the context of meeting these new and greater challenges to ensure the positive growth and development of Bayview Hunters Point our community must prepare as never before.

Foremost among these challenges must be our collective commitment to ensure that the work we do today to better this community is work for the people, families and institutions that already exist here. To do anything less than that would be to intentionally build a better community for anyone and everyone else but those who make up this community today. That is something we will not do.

The plan to revitalize this community is a vast one. The important areas of community enhancement it covers includes, a wide range of community living categories such as, economics, housing, health, business, transportation, education, environment, safety and recreation.

To cause the visionary work of this plan to become a reality it will be of critical importance that our community begin to mobilize to get the job. In order to turn this plan into reality, our community must call on the very best skills and talents available within itself. We must strategize and we must be prepared to find common ground and work together and thereby recruit even the by-standers, skeptics and the out right adversaries of our community to become at least a brick on our path to successful community revitalization. Communications, unity, faith and commitment will be the by-words for the path ahead. Your Project Area Committee will continue to play a primary role in getting the mobilization under way. We hope that each of us will travel this road to better community life together.

Love and Respect,

REV. CORDELL HAWKINS, CHAIRPERSON
Bayview Hunters Point Project Area Committee

Bayview Hunters Point
Community Revitalization Concept Plan

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THE SYMBOLS USED IN THIS PUBLICATION were chosen based on their African meanings as well as their ability to be translated into various meanings across many cultures. Symbols are tools for communication and we hope that these symbols will invite cross-cultural conversations and insights. For example, the cross with arms of equal length is an extremely old ideogram used in most cultures and found in every part of the world. In pre-Columbian America, the sign seems to have been associated to the four points of the compass. In the earliest Chinese ideography it appears as the sign for perfection and the most perfect number, 10. The alchemists of the Middle Ages used the cross as one of the signs for the four elements.

For more information on each symbol's African translation(s), please refer to Clementine M. Faik-Nzuji's book entitled "Tracing Memory, A Glossary of Graphic Signs and Symbols in African Art and Culture," published by the Canadian Museum of Civilization, 1996. An amazing online resource for their western counterparts and associated meanings can be found at www.symbols.com.

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AGREEMENT

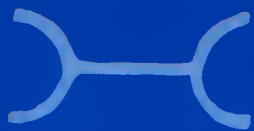


CHAPTER 1.

One Destiny: The Community Vision



Bayview Hunters Point Joint Housing Committee, late 1960's. Members identified as of this printing include: John Dukes, Sam Jordan, Ben Criswell, Freddie Brown, L. P. Lewis, Makela Cashmere, Osceola Washington, Ruth Williams, Julia Commer, and Essie Webb. Note that many of the street names on Hunters Point Hill honor these pioneering community members and their efforts to ensure housing for Bayview residents. Photo and caption courtesy Oscar James and Essie Webb. Thank You!



CHAPTER 1

BEYOND PLANNING – WHAT THIS DOCUMENT PROVIDES

Every community has important stories to share that together form a communal identity. From the diversity of individuals who live, work, and raise their families in Bayview Hunters Point comes this shared identity, and with it, a strong foundation for a vision to guide the future. This *Revitalization Concept Plan* tells some of these stories through an exploration of history, the natural landscape, and the cultural traditions defining this unique place. The ultimate goal is to understand this community's common destiny and for unification to gain strength as a result.

The current community can also be understood through statistical information about individuals, households and families, employment, and economic market data. When this information is put into context and explained carefully, citizens can make more informed decisions about a collective future. A clear set of goals and strategies for revitalization has emerged as a result of this process, defining a vision for Bayview Hunters Point that serves both its current and future residents.

This *Revitalization Concept Plan* is organized as a resource to serve community members beyond planning: to build consensus, address new revitalization programs, and guide proposed development according to the community vision. Each chapter in this work builds on the understanding provided by those before it. It is organized as follows:

CHAPTER 1. One Destiny: The Community Vision

This chapter examines the mission statement of the citizen-elected Project Area Committee, goals and strategies developed to guide revitalization, the community process that created them, and a review of the implementation steps to follow.

CHAPTER 2. People and Place

This chapter defines and describes the Bayview Hunters Point community through natural and cultural histories, a profile of community characteristics and emerging trends, and an understanding of economic market conditions.

CHAPTER 3. Building on Our Strengths

This chapter identifies the community's values, resources and traditions; defines zones of opportunity for implementing the vision and goals; and discusses how to preserve community character explored in the previous chapter. Here, the framework for sensitive creation of programs and projects is set.

CHAPTER 4. Area-Wide Community Programs

This chapter describes two types of area-wide programs developed during the community process. Part I addresses local economic development, social needs, and education initiatives. Part II focuses on physical development and environmental improvement. Each section reviews important facts about community needs, lists existing programs serving community goals, and provides community recommendations to guide revitalization planning, programs and implementation.

CHAPTER 5. Revitalizing Neighborhood Districts with Focus Area Plans

This chapter describes the planning process for neighborhood focus areas within Bayview Hunters Point. The community's area-wide recommendations for revitalization are applied in four visionary plans, looking twenty years into the future, with descriptions of potential projects.

CHAPTER 6. Reaching for the Future

This chapter explores how the community will work to strengthen its voice through coalition and consensus building. Steps for success and activities that will follow the publication of this *Revitalization Concept Plan* are outlined.

A UNIFYING MISSION

The Bayview Hunters Point Project Area Committee (PAC) consists of 21 members elected to represent the community. The community has entrusted the PAC with the responsibility of providing advice, recommendations, and direction to the San Francisco Redevelopment Agency (SFRA) through a comprehensive public process. A major outcome of this process is the creation of the *Revitalization Concept Plan*. As important is the power gained through knowledge and the creation of a strong voice to bring the community's vision to fruition.

Guiding the PAC's endeavors is a Mission Statement emphasizing its role to help create and speak for a unified community. The PAC is empowered to help foster revitalization through a shared vision and the strategic tools of knowledge required to bring that vision to life. Recognizing the many strengths of the people of Bayview Hunters Point, the motto chosen by the PAC for this work states: *"There must be unity where there is one destiny."*

The PAC has worked diligently over the last five years to prepare a community-based framework defining a long-term vision to guide future growth, prioritizing programs, and assessing development proposals. Recommendations and specific plans developed through this process are outlined in this *Revitalization Concept Plan* to guide implementation of the community's revitalization goals.



The Bayview Hunters Point PAC's logo is an Adinkra symbol signifying the need for unity where there is one destiny.



PAC-sponsored community meeting at the Bayview Opera House to discuss Bayview's future.

A SHARED VISION

Working with the community at large, the PAC's Mission Statement provides a secure basis for the vision, goals, and objectives for revitalization in Bayview Hunters Point. This community seeks to retain its history and people, emphasize a shared destiny, and build upon its strengths to become a healthy, vital place of the 21st century. Of critical importance to the success of this endeavor is the continued support and involvement of all community members. Three specific goals articulated through the PAC's community process include the following:

- 1 Future revitalization and redevelopment of Bayview Hunters Point must be guided by and benefit local residents, many of whom have worked and raised families in the area for many years.
- 2 The fabric of the community — its Town Center and neighborhoods, institutions and resources, character and spirit — must be preserved and strengthened through the revitalization process.
- 3 The physical and ecological environment of Bayview Hunters Point will be improved — made more accessible, landscaped and provided with amenities, with hazards eliminated and substandard facilities relocated — to provide a safe and healthful place to live, work and raise a family.

SEVEN REVITALIZATION STRATEGIES

Seven major revitalization strategies have been developed to implement the community's goals by defining a range of actions that promote positive change. This change will come from both public institutions and private individuals. The strategies address complex issues such as local economic development, gentrification, affordable housing, and environmental racism.

In the community's understanding, local economic development strategies provide support systems that allow locally-owned small businesses to flourish. Gentrification is the rapid displacement of local working class and poor residents by wealthier individuals, occurring in many communities of color in the Bay Area today. While all communities grow and change over time, this kind of rapid displacement tends to radically change the spirit and traditions of a place. A lack of affordable housing is the most powerful negative impact caused by a booming economy that gentrifies a community instead of revitalizing it. Local businesses that can no longer afford rising rents close their doors and are replaced by more expensive shops and services. Finally, environmental racism refers to the historic location of polluting industries in lower-income communities of color which typically have not had the resources to fight for their rights and have suffered the effects of an unhealthy environment as a result. These important issues will be discussed and addressed throughout the *Revitalization Concept Plan*.

THE SEVEN REVITALIZATION STRATEGIES INCLUDE:

1 Promote Local Economic and Employment Development First

Job creation and economic vitality go hand in hand. This community desires and deserves a full range of necessary retail and commercial services, with the additional creation of local jobs that provide a living wage and opportunities for advancement. The cornerstone of this effort is the creation of a vital, convenient Town Center. Revitalization activities will target the development of these businesses and services, in part by defining needs and identifying opportunity sites. The promotion of entrepreneurial activities in the community is included and encouraged.

2 Improve Education, Training and Employment Opportunities for Residents

These issues must be addressed together in order to provide economic benefits to all area residents. Benefits available as a result of the economic vitality in the Bay Area must be assessed to provide connections between residents, merchants and employers. Local business owners can be supported through a well-coordinated network that promotes community-based economic revitalization and growth. Residents' childcare and youth development needs require thoughtful solutions and working parents should be supported with innovative programs. Meaningful job training for employment opportunities and access to employment information are required to support individuals and families. Coordinated access to the necessary academic skill development and resources, accompanied by

required hiring goals, is needed for all Bayview Hunters Point residents to participate fully and equally in the workforce and society at large.

3 Focus Coordinated Investments in High Priority Areas Where They Will Have the Greatest Visibility and Impact

Neighborhood focus areas are created where a variety of opportunities are linked to create a context for the realization of revitalization goals. This will best occur through coordinating investments in concentrated areas of high visibility. Private projects in the community should maximize public benefits, while public investments can provide the basis for positive change and further response by the marketplace — this is referred to as “leveraging” one's investments. In turn, as these focus areas grow, they prompt a chain-reaction of other investments throughout the community. Benefits available from major market-driven projects and public initiatives coordinated by the City of San Francisco will be avidly pursued.

4 Encourage Civic Participation through Interactive Public Processes and Foster Cultural Development through the Arts

Maintaining a civic forum will encourage open communication and active participation among all community members, including the service organizations and City agencies that serve them. This forum will strengthen community identity through cultural arts programs, historical displays, and other forms of activism. New opportunities for expressing the rich cultural identity and diverse her-

itage of Bayview Hunters Point must be created to keep this spirit of the community strong and increase civic pride. Through these combined efforts, new residents have an opportunity to become true neighbors.

5 Conserve Existing Housing and Provide New Housing

Bayview Hunters Point consists of historically stable residential neighborhoods that have the highest home ownership rates in the City of San Francisco. However, the stability of these neighborhoods is threatened by:

- A lack of affordable housing linked to increasing housing costs and high demand, which causes all housing to become increasingly unavailable for many existing residents and creates a fear of gentrification in the community;
- A lack of variety in housing unit types that serve the needs of all age groups and families, tending instead to developments of single focus “one-size-fits-all” housing;
- A lack of maintenance programs to help aging or at-risk homeowners; and,
- The lack of a widely publicized set of programs linking residents who wish to own their homes with lending programs and local opportunities for homeownership.

The negative impacts of gentrification causing the displacement of San Franciscans throughout the City can be proactively addressed and remedied by setting clear mandates for housing conservation and affordability, linking residents to information and resources necessary for home ownership in the community, and helping the most vulnerable residents in Bayview Hunters Point with assistance in maintaining their homes.

6 Address Environmental Problems and Identify Opportunities that Increase the Quality of Life

The long industrial history and concentration of polluting facilities in the area has resulted in a variety of environmental problems including contaminated sites, illegal dumping on vacant lots adjacent to industrial areas, and conflicts in land use with residential neighborhoods. The negative impacts of this environmental degradation on residents’ health are a matter of grave concern. The revitalization of Bayview Hunters Point

must rectify these environmental problems through the best available health programs and remediation (clean-up) technologies. New industrial processes must be put into place and new industry limited to technologically advanced plants that are ecologically friendly and designed with a team approach that includes community members, scientists, artists, and engineers. As existing businesses evolve, they must be held to high environmental standards. Sites in special areas, such as the Town Center, along the waterfront, and in obsolete industrial areas, should be thoroughly cleaned up and redeveloped to provide safe public access and create new uses that benefit the entire community.

7 Improve the Physical Environment and Transportation Systems

A key strategy for encouraging revitalization is the improvement of physical and environmental systems of the community. Sensitive planning is required in order to make certain that new development and infrastructure alterations complement the existing urban framework and ensure public safety while respecting cultural and historical character.

Infrastructure investment in Bayview Hunters Point by the City and state is a priority for the community. A number of recent initiatives seek to reinvest in the area while rectifying problems of access and conflicts in land use:

- The new Muni Third Street light rail line, projected to begin operations in Bayview by 2004;
- A proposed new Bayshore Caltrain station serving the southeastern City;
- Pedestrian improvement projects in the Town Center and along the Third Street Corridor;
- New truck routes to alleviate noise and traffic conflicts in residential neighborhoods;
- The construction of wetlands and public open space along the waterfront and at Pier 98;
- Extensions of the Bay Trail and improvements to India Basin Shoreline Park.

These efforts represent a commitment by the public sector to improve the quality of life for the residents of Bayview Hunters Point. They will be supplemented by a variety of other projects that enhance the physical environment to provide a safe, clean and attractive setting for community revitalization and well being.

COMMUNITY ISSUES AND NEEDS

Bayview Hunters Point is a community that understands its needs and has articulated them through an extensive series of public workshops and other forms of outreach and discussion. Community needs are addressed throughout this *Revitalization Concept Plan* in the form of suggested programs and projects.

The following is an overview of four major sets of issues identified by the community for discussion:

Community Economic Development

- Reinforcing the Town Center and Third Street Corridor
- Entrepreneurship and Local Business Support
- Employment, Training and Education Programs
- Compatible New Employment Centers Related to Emerging Industries

Community Programs & Service Needs

- Children, Youth, and Senior Programs
- Support for Families
- Community-Based Organizations: Strengthening through Collaboration
- Cultural Awareness Programs and Projects
- Housing Renovation and Maintenance Programs for Existing Homeowners
- Information and Assistance for First-Time Homeowners
- Public Safety Programs
- Public Health and Environmental Concerns

Potential Development Projects

- Community Facilities for Civic Events, Outreach, Recreation, Education and Career Development
- A Full Range of Housing Types: Preservation and New Development
- Industrial Revitalization
- Large Opportunity Sites: PG&E Power Plant, Water Treatment Plant, Candlestick Point and other Publicly-Owned Land

Physical & Environmental Needs

- Area Beautification, Sanitation and Public Space Improvements
- Transportation and Infrastructure Reinvestment
- Pedestrian Improvements and Bicycle Safety
- Measures to Reduce Land Use Conflicts
- Brownfield (Polluted Site) Remediation and Redevelopment
- Accessible Open Space and Waterfront Planning

Community goals, strategies, and program needs were identified through a facilitated community process. The process in itself has served to build a solid foundation for revitalization activities. This process will continue to lead the community through creative problem-solving, thoughtful discussions of implementation plans and development alternatives, and the tough decision-making required to see ambitious plans to realization. The history and context of the community process for this *Revitalization Concept Plan* is described next.



Community members discuss transportation issues and opportunities at the PAC's Third Street Faire booth.

THE COMMUNITY PROCESS— PAST & PRESENT

The Project Area Committee (PAC) is a publicly elected body of citizens representing the interests of Bayview Hunters Point in planning for the future and guiding redevelopment efforts. Since the first meeting in early 1997, the PAC has had two simultaneous concerns: to remember the efforts of community leaders and citizen planning groups who preceded them, and to seek input from the community of today.

An old adage says, “You can’t move forward if you don’t know and honor your past.” The following is a brief history of the community-based process leading to the creation of this *Revitalization Concept Plan*, so we do not forget this vital past. All of the reports mentioned are available for review in the PAC office library or the SFRA Planning Division office.

The Bayview District Updates the City’s Master Plan

Beginning in late 1986, community members engaged in an extensive effort with the San Francisco Planning Department to create the *South Bayshore Area Plan*. This plan currently guides development in Bayview Hunters Point through policies and objectives addressing Land Use, Transportation, Housing, Commerce, Industry, Recreation and Open Space, Urban Design, Community Facilities and Services, and Public Safety. Work on the plan involved three major phases: the development of an Issues Report, preparation of a Proposal for Citizen Review, and finally, the preparation of a Proposal for Adoption. The Issues Report was completed in 1987 and included a market study assessing the potential impacts of rezoning in Bayview Hunters Point. The first Proposal for Citizen Review was completed the following year.

During these first two phases, citizen input was facilitated through the *New Bayview Committee*, an umbrella organization and open community forum. Members included representatives from many of Bayview’s community organizations, churches, and schools. Participation and citizen input was gathered through an inclusive outreach process while the committee’s meetings served as an open forum for any community individual, group or constituency to air concerns or promote ideas.

In 1995, the City’s Planning Commission approved the *South Bayshore Area Plan*. In 1999, the community requested the document be renamed the *Bayview Hunters Point Area Plan*. After the creation of the City’s *Area Plan*, community leaders requested the development of a detailed Community Revitalization Plan. This is that plan.



Outlining strategies for revitalization in Bayview’s “Town Center” during a public workshop in 1998.

The Tool of Redevelopment

While completing the *Bayview Hunters Point Area Plan* with the City’s Planning Department, community members considered how to translate policies and objectives into real plans, programs, and projects. Questions were raised about realistic outcomes for implementation and the possibility of engaging the City’s redevelopment arm: the San Francisco Redevelopment Agency (SFRA). Community leaders determined that positive revitalization efforts could utilize the powerful tools of redevelopment if it involved a community-based process.

SFRA has been active in the Bayview Hunters Point community since the late 1960s. In 1969, a collaborative was formed between the San Francisco Redevelopment Agency, the residents of Hunters Point Hill, and the Model Cities Program to utilize funds from Title I of the Housing Act of 1949 to redevelop Hunters Point Hill and the industrial area called Butchertown.

The community participation process was facilitated through the Bayview Hunters Point Joint Housing Committee, an association formed specifically to represent the interests of the Bayview community with respect to redevelopment of the Hunters Point Hill and the India Basin Industrial Park (Butchertown) Project Areas. In May 1970, members of the Joint Housing Committee were part of the famed “Hunters Point Delegation” that successfully lobbied Washington, D.C. for the continuation of federal funding to develop housing on Hunters Point Hill. This marked the beginning of redevelopment efforts in Bayview Hunters Point.



SFRA HAS BEEN ACTIVE in the Bayview Hunters Point community since the late 1960s. In 1969, a collaborative was formed between the San Francisco Redevelopment Agency, the residents of Hunters Point Hill and the Model Cities Program to utilize funds from Title I of the Housing Act of 1949 to redevelop Hunters Point Hill and Butchertown.



TOP The India Basin Industrial Park before redevelopment, better known as Butchertown, with Hunters Point Hill in the background. **INSET** The Bayview Hunters Point Joint Housing Committee. **BOTTOM** Shoreview apartments, an example of Agency sponsored housing developed as a result of its collaboration with the Joint Housing Committee.

Today, there are four redevelopment project areas in Bayview. They include:

- Hunters Point Hill Redevelopment Project (adopted January 20, 1969);
- India Basin Industrial Park Redevelopment Project (adopted January 20, 1969);
- Bayview Industrial Triangle Redevelopment Project (adopted January 20, 1969) and finally;
- Hunters Point Shipyard Redevelopment Project (adopted on July 14, 1997).

The Bayview Industrial Triangle Project has been largely dormant since it was adopted. Detailed programs for the Shipyard's recently adopted *Preliminary Development Concept Plan* submitted by the developer group Lennar/BVHP are currently being refined. The following will provide an overview of accomplishments made within the first two redevelopment project areas.

Hunters Point Hill Redevelopment Area

Adopted in 1969, the Hunters Point Hill Project Area encompasses 137 acres of former wartime housing that was blighted by economic and physical obsolescence, vacant and dilapidated buildings, and underutilized street rights-of-way. The plan's original goals included creating a mixed-income neighborhood through construction of single- and multi-family affordable housing for renters and owners; new community facilities, parks and schools; and a new infrastructure of streets and utilities.

Completed housing developments provide a total of 1,530 affordable units and 269 market-rate units. Low-income housing units include 835 units in six housing complexes, 395 units in two cooperative housing complexes, 256 affordable-ownership units in five projects, and the 269 market-rate housing units in fifteen different projects. Completed public improvements include seven schools and youth centers, eleven public parks and plazas, and new streets with landscaping. During the next five years, another 45 affordable units within three sites are proposed, in collaboration with renovation efforts on neighboring housing areas by the San Francisco Housing Authority.

India Basin Redevelopment Area

Also adopted in 1969, the India Basin Project Area encompasses 126 acres of former industrial land blighted by economically and physically obsolete industrial uses, such as meat packing businesses operating in generally dilapidated buildings, a plethora of automobile wrecking yards, and unimproved streets throughout.

The original goals included creating a vibrant modern industrial park anchored by a commercial/service center, new building construction and rehabilitation of existing facilities, new utilities and streets with landscaped boulevards. Completed developments include eleven industrial manufacturing projects totaling 227,000 square feet, five retail/office projects totaling 316,000 square feet, ten warehouse/distribution projects totaling almost 1,000,000 square feet, three food production facilities totaling 69,000 square feet and upgrading of facilities such as the establishment of a common area maintenance program. Major landmarks of these efforts include the United States Post Office distribution center, the City College facility, and Bayview Plaza. During the next five years, efforts to reinforce the area as an employment center will focus on land use plan amendments to capitalize upon emerging markets such as biotechnology and multimedia.

In 1991, the Mayor's Office of Business and Economic Development, San Francisco Planning Department, and SFRA investigated ways to increase their involvement in community revitalization. Funding was provided by SFRA and Muni for a *Third Street Corridor Study, Economic Development and Market Analysis*, completed in 1993. In this report, the Third Street Corridor was studied to assess existing conditions, define needs, identify opportunities for real estate and business development, and describe potential funding mechanisms for an economic development program.

The report concluded that despite a trend of declining business activity due to the economic recession gravely affecting the Bay Area and the rest of the country at that time, there were strong pockets of business vitality and growth to build upon. Recommendations focused on the healthiest portions of corridor and suggested strengthening them through providing building renovation loans, a visual improvement program, improved public services, and improved sanitation services. Finally, the report discussed how "disadvantaged businesses, including those that are minority-owned, women-owned and locally owned," would greatly benefit from public intervention in market forces that have limited their access to traditional business resources. Such interventions included financial and business management assistance.¹

Existing redevelopment projects have been successful in supporting affordable housing and reinvigorating industrial areas. Today, the incorporation of a new philosophy of community-based revitalization that emerged from these past efforts engages the community in guiding SFRA's current work through the PAC.

During the 1950s and 1960s, federally funded Urban Renewal programs were created and implemented by cities throughout the United States to address urban decline. In hindsight, these programs were often destructive and insensitive to poor and minority communities throughout the country, tending to use a "bulldozer" approach that erased communities and displaced people from their neighborhoods. Some older residents of the community came to live in Bayview Hunters Point as a result of Urban Renewal programs in San Francisco.

The Urban Renewal Program and its fund are no longer in existence. Yet because of its history, the first action taken in the redevelopment initiative was to build a strong relationship of trust through a respectful public process using principles of community-based planning. The community and SFRA staff have worked hard to create a spirit of open collaboration that has generated excitement about the future.

Laying the Groundwork for Revitalization: The South Bayshore Community Development Corporation (SBCDC)

In the mid-1990s, a group of community leaders formed a non-profit corporation, called the South Bayshore Community Development Corporation, to synthesize and guide revitalization efforts while the *Bayview Hunters Point Area Plan* was being completed and the *Third Street Corridor Study* was examined by interested individuals. Founding members of the SBCDC worked proactively with the City and SFRA to understand development tools and financing powers associated with the new forms of redevelopment.

In August 1994, the SBCDC and SFRA entered into a partnership to reach out to the community to discuss and document ideas for plans, programs and projects using a community-based process. The SBCDC worked to create a *Preliminary Plan for Redevelopment* in conjunction with community members and SFRA staff through four committees: 1) Economic Development, Environmental, Transportation and Infrastructure; 2) Housing and Personal Services; 3) Industrial Revitalization and Planning; and 4) the Third Street Task Force. The work these committees performed was an important step in identifying community revitalization concepts.

Another milestone was establishing an important ground rule that spoke directly to some community members' fears: SFRA would not allow the use of eminent domain on residential properties during the course of any future redevelopment projects in Bayview Hunters Point.²

The SBCDC can be credited with four major accomplishments:

- 1 Extensive community education and outreach concerning the redevelopment process;
- 2 Development of an Amended Preliminary Plan;
- 3 Creation of a civic forum that led to the formation of the Bayview Hunters Point Project Area Committee (PAC), the required community-elected representative body whose charge is to advise SFRA staff during redevelopment planning; and,
- 4 Creation of a Preliminary Community Revitalization Plan to help guide the PAC.

The SBCDC also worked with students from UC Berkeley's Department of City and Regional Planning, who completed a study entitled *Connecting South Bayshore*. This project explored ideas and programs for housing rehabilitation, the revitalization of Third Street and Innes Avenue, redevelopment of the Northern Industrial area, and creation of a community activity and resource center.

The Formation of the Bayview Hunters Point Project Area Committee (PAC)

As required by California Community Redevelopment law, the next step in redevelopment planning for Bayview Hunters Point was the formation of an inclusive Project Area Committee (PAC). It is important to note that redevelopment laws have undergone great reform including strict requirements for citizen oversight and participation, open meetings, and community outreach through the creation and support of the PAC as an integral part of redevelopment activities.

The law requires representatives be elected from four major categories of local citizens: residential tenants, homeowners, business or property owners, and representatives of community. The 21 seats for Bayview Hunters Point include four (4) tenant residents, seven (7) owner residents, four (4) business and property owners, and six (6) community organizations. Two of the tenant seats are reserved for students. The six community organization seats focus on those working in health care, senior services, religious institutions and the environment.

SFRA's outreach efforts prior to the election of PAC members were jointly coordinated by citizens and staff with area-wide mailings, advertisements in City, local, Spanish and Chinese language newspapers, billboards and posters, informational meetings, and flyers posted on the days leading up to the election. Candidates also ran their own campaigns and participated in a "Candidates Night" event for the public to hear their views on relevant issues.

In all, 69 candidates ran for the 21 seats: 19 community organization workers, 13 local business representatives, 23 tenant owners, four college student tenants, and 10 other residential tenants. On January 16, 1997, over 750 community members came out to elect their community representatives. The Board of Supervisors approved and certified the election of the Bayview Hunters Point PAC on February 10, 1997.

The Project Area Committee Organizes to Define a Community Vision

The PAC election turnout was high due to extensive outreach efforts and growing community concern about high-profile projects proposed for development in the area. Some of these projects included the Muni Third Street Light Rail Project, environmental hazards associated with the PG&E substation, potential relocation of the City's wastewater facility, and the proposed 49ers Stadium Mall. As members took office, they were immediately challenged by the need to learn about past planning processes, parliamentary requirements for holding meetings, economics, legal understandings, future redevelopment projects, and the many needs and concerns of the community. Relationships also had to be built with other active community organizations.

Since their establishment, the PAC meets once monthly as a full body and is organized with five officers and five standing committees. Officer positions include a chairperson, vice-chairperson, secretary, treasurer, and parliamentarian. An Executive Committee providing leadership and direction for the entire PAC includes PAC officers and a Chairperson from each of four issue committees. The four issue committees include: 1) Housing; 2) Land Use, Planning, and Transportation; 3) Health and Environment; and 4) Education, Training and Employment. As required by law, all PAC meetings and activities are open and advertised to the public. Recognizing the feelings of powerlessness many residents have felt in the past, the PAC has provided ways for the community to become more involved and take leadership positions in proposed development instead of a reactionary stance.

One immediate opportunity for citizen involvement after the PAC election was Muni's planning for the Third Street Light Rail project. Muni, in collaboration with its consultants, sponsored a series of public workshops during the last two and a half years to explore the impacts of light rail on the Third Street Corridor. Two Bayview Hunters Point PAC members served on the Muni Citizen's Advisory



The PAC solicits community input at the Second Annual Third Street Faire.

Committee. The outreach process was successful in bringing the community into larger discussions about costs and potential benefits of economic and neighborhood development.

While working to consolidate the vision, goals, and strategies for this *Revitalization Concept Plan*, the PAC has assumed an activist role in several collateral efforts, especially with environmental health concerns. Notable non-profit associations and community groups that are an intrinsic part of the PAC's activism include the Southeast Alliance for Environmental Justice (SAEJ), San Francisco League of Urban Gardeners (SLUG), and San Francisco Educational Services (SFES), among others.

Implementation of the Concept Plan—From Vision to Action

The *Bayview Hunters Point Revitalization Concept Plan* is the result of a collaborative community effort to develop a unified and comprehensive vision that guides the implementation of plans, programs, and projects. This collective vision empowers the people of Bayview Hunters Point to map their destiny and share in the realization of goals that improve the quality of life for all residents.

Implementation of the community vision will be guided by a *Blueprint for Action in Bayview Hunters Point*. The *Blueprint for Action* is designed to match the goals, strategies, and guidelines of this *Revitalization Concept Plan* and will serve to guide the implementation of public projects and programs over five-year time intervals.



PAC members meet with San Francisco's Redevelopment Agency and Planning Department staff to review neighborhood issues and advocate for desired projects and necessary programs.

It will identify possible funding sources for projects, recommend the use existing program resources, and chart City activities. As revitalization projects are completed, it will be amended to include new activities in the next five-year cycle.

The *Blueprint* will help coordinate actions by multiple City and state agencies, non-profit and community-based organizations. City agency coordination will involve the activities of its many departments, including the Mayor's Office, SFRA, Planning Department, Department of Public Works, Department of Public Health, Recreation and Park Department, Police Department, Department of Parking and Traffic, Muni, and others. While concurrently creating a redevelopment plan for those portions of Bayview Hunters Point that meet necessary qualifications, SFRA will assist with coordinating the creation of the *Blueprint* through an inter-agency team composed of individuals from each of the City's offices and departments in conjunction with the PAC.

One chapter of the *Blueprint for Action* will involve redevelopment plans and affordable housing projects by SFRA

with guidance from the PAC. Redevelopment activities will provide funds for building economic development projects, create affordable and market rate housing, and assist with the creation of programs to enhance the livability of Bayview Hunters Point. Projects could include streetscape improvements, façade improvements in the business district, parks and pathways, and other public investments. A set of community design guidelines will provide direction for the development of both buildings and landscapes. In forming its recommendations, the PAC will obtain technical assistance and support by SFRA and other City staff.

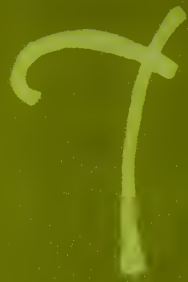
Lastly, there will be necessary amendments that should be made to the City's *General Plan* and *Planning Code* so that City policies and development standards for Bayview Hunters Point are consistent with the community's *Revitalization Concept Plan*. The *Planning Code* is especially important in that it will oversee current development and set forth land use ordinances, development guidelines and standards that apply to property throughout the Bayview Hunters Point community.

For the people of Bayview — the most important aspect of bringing these plans to action is your involvement! Attend every meeting you can, make your voice heard, push for the highest quality standards of development possible. With your support and continued efforts, this *Revitalization Concept Plan* will serve as the strong foundation for the healthy future you are working so hard to create. ■ ■ ■

CHAPTER NOTES

¹ *Third Street Corridor Study, Economic Development and Market Analysis*, Sedway & Associates, 1993 (Page 56).

² Eminent domain is a power that the state gives to all cities: the right to take private property for public improvements such as parks, streets, and other improvements. Redevelopment Agencies have an additional power to develop or resell the properties to private developers. In all cases, the property owner must be paid a fair and reasonable market value for the property taken. In the past, this power has been abused by the taking of properties without clear proof of a civic purpose.

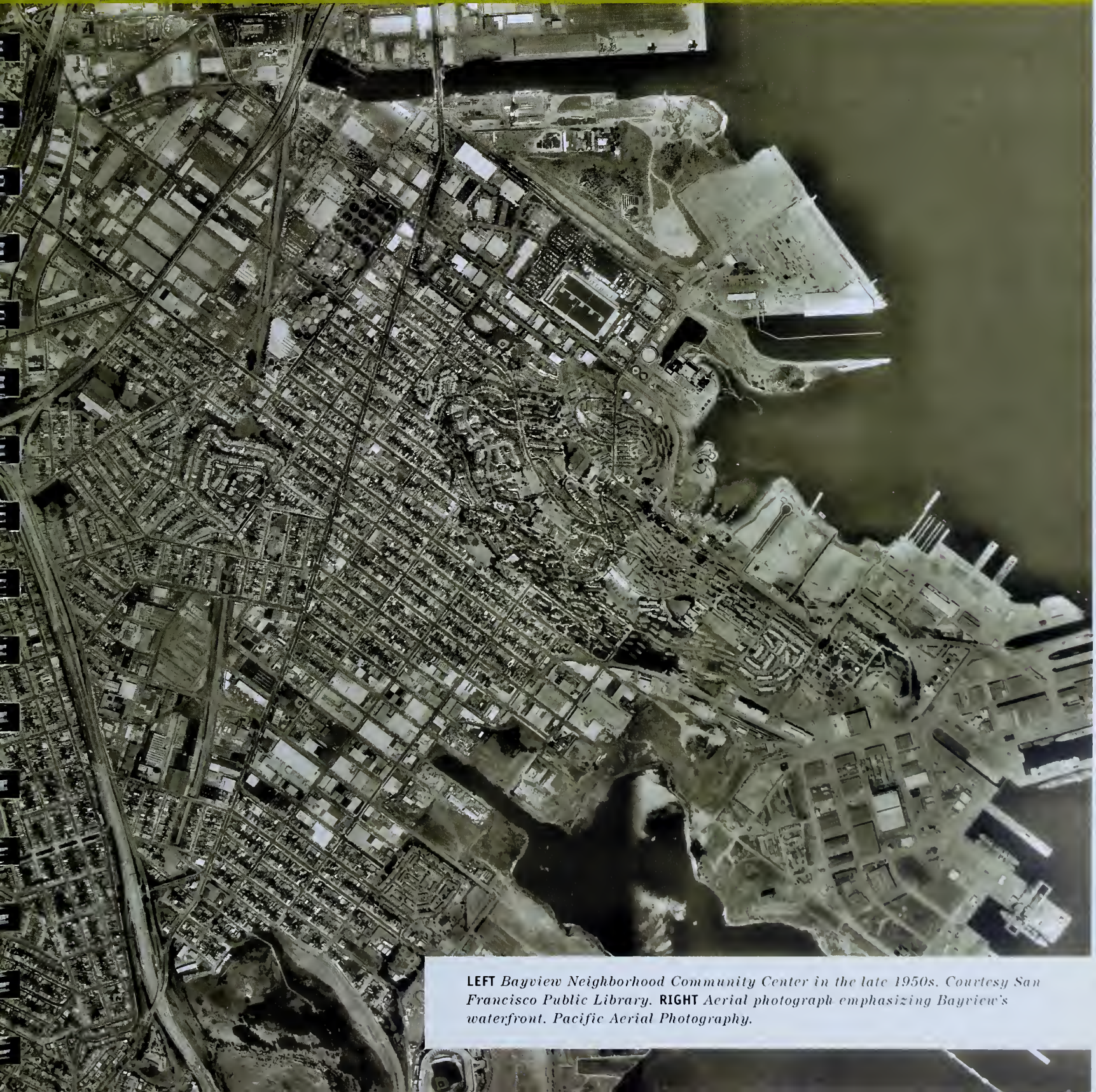


ANCESTORS



CHAPTER 2.

People and Place: The Bayview Hunters Point Community



LEFT Bayview Neighborhood Community Center in the late 1950s. *Courtesy San Francisco Public Library.* **RIGHT** Aerial photograph emphasizing Bayview's waterfront. *Pacific Aerial Photography.*

LOCATION & NATURAL HISTORY

Bayview Hunters Point is the name chosen by residents for their community. In the past, the area has also been known as "South Bayshore." Many residents simply call their community "the Bayview," one of the largest communities in the City and County of San Francisco, as seen in Map 1, *Bayview Hunters Point in San Francisco*.

When redevelopment planning for revitalization is begun in a community, the boundaries of a "survey area" are defined. A survey area is the term used to describe the extent of planning research and analysis for this work. Initiated in January 1995, the *Bayview Hunters Point Survey Area* is bounded by San Francisco Bay to the east, the City and County of San Francisco border to the south, US Highway 101 to the west, and Cesar Chavez Street to the north. This large survey area encompasses over 2,528 acres and approximately 9,000 parcels. Three existing redevelopment project areas are within or adjacent to the survey area: the Bayview Industrial Triangle (BIT), the India Basin Industrial Park (IBIP), and the Hunters Point Naval Shipyard Project (Map 2, *Bayview Hunters Point Survey Area*).

The landscape of this community is uniquely endowed with over 14 miles of bay coastline with beautiful open views and a milder climate than many parts of the Bay Area. The original lay of the land upon which the community resides has changed dramatically over the last 150 years as successions of people and their values became interwoven with the natural ecology. Prior to the arrival of European, Asian or African American peoples, the landscape was gently sloping coastal prairie grasslands and a rich grazing site for wildlife. A creek wound its way eastward through the rolling hills, collecting several smaller drainages, finally making its way to the bay where a large salt marshland with tidal flows formed. For thousands of years, the creek deposited rich silty clay soils from the surrounding hills each rainy season, also creating a haven for enormous flocks of migrating waterfowl. Fresh water springs abound in the area due to the local geology and shallow depths to groundwater.

Remnants of the historic marshland still exist, though much of the existing waterfront area is artificial fill dirt on top of this original silty clay bay mud. Because the deepest water of any coastline in the bay occurs just offshore here, there was a great deal of incentive to fill in the muddy delta caused by the creek and other shoreline areas to increase speculative and industrial development opportunities related to shipping. Maps 3 and 4, *Historic Bayview Coastline: 1859* and *Historic Bayview Mapping: 1873*, show the original coastline and early plans for filling in the bay.

The "sense of place" felt in Bayview Hunters Point has much to do with the combination of its rolling topography, watershed patterns, bayshore frontage and splendid views of the water. The three hills in the area, from north to south, include Silver Terrace (originally called St. Joseph's Hill), Hunters Point Hill, and Bayview Hill. Map 5, *Land Characteristics of Bayview Hunters Point*, shows the hilly topography and major view planes. These characteristics of the landscape, its unique geography and natural history, have set the stage for the cultural experiences and evolution of the Bayview Hunters Point community.

Map 1 Bayview Hunters Point in San Francisco



Map 2

Bayview Hunters Point Survey Area

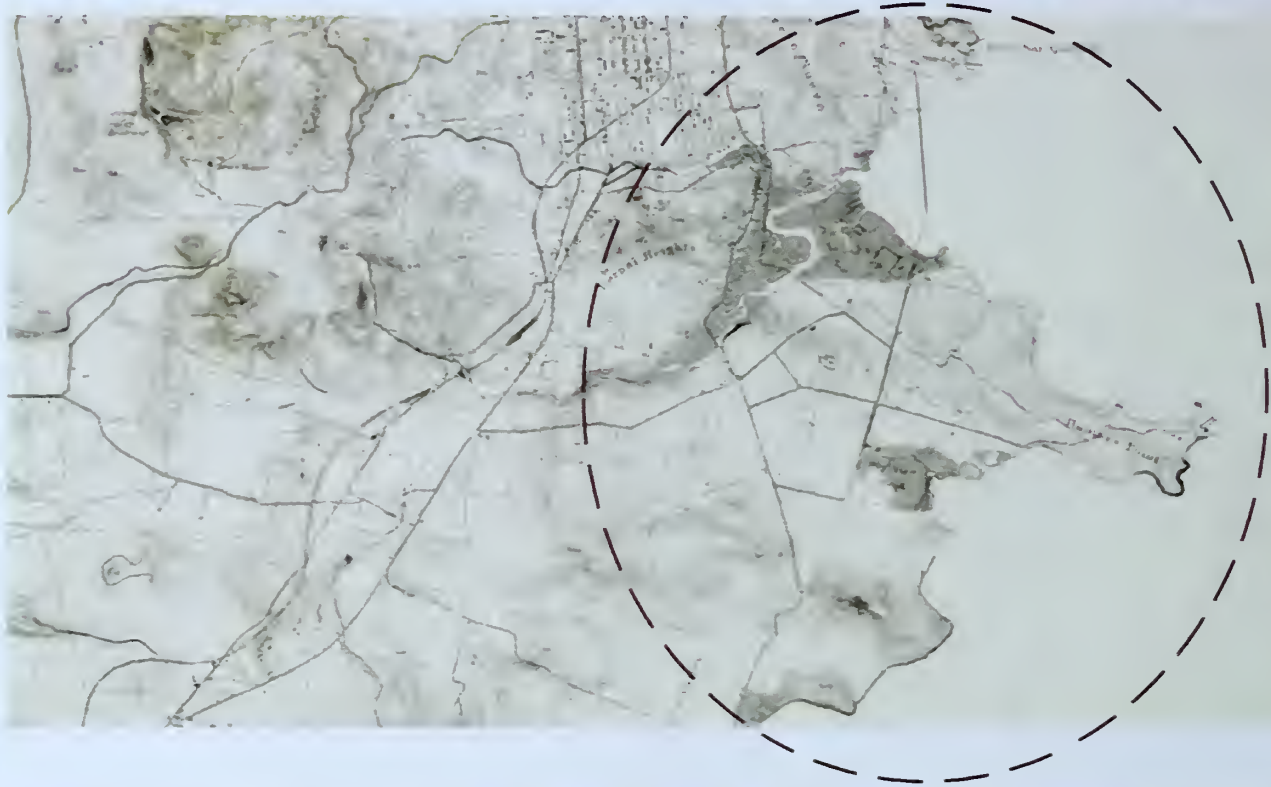


**Bayview
Hunters Point
Survey Area**

**Existing
Redevelopment
Areas**

Map 3

Historic Bayview Coastline: 1859



ABOVE This historic map shows the original shoreline and extensive marshlands surrounding Islais Creek. **BELOW** The original shoreline has changed dramatically from the original creeks and marshes. Imaginary roads were laid over the water itself and then filled to create a new landscape to serve shipping and industry.

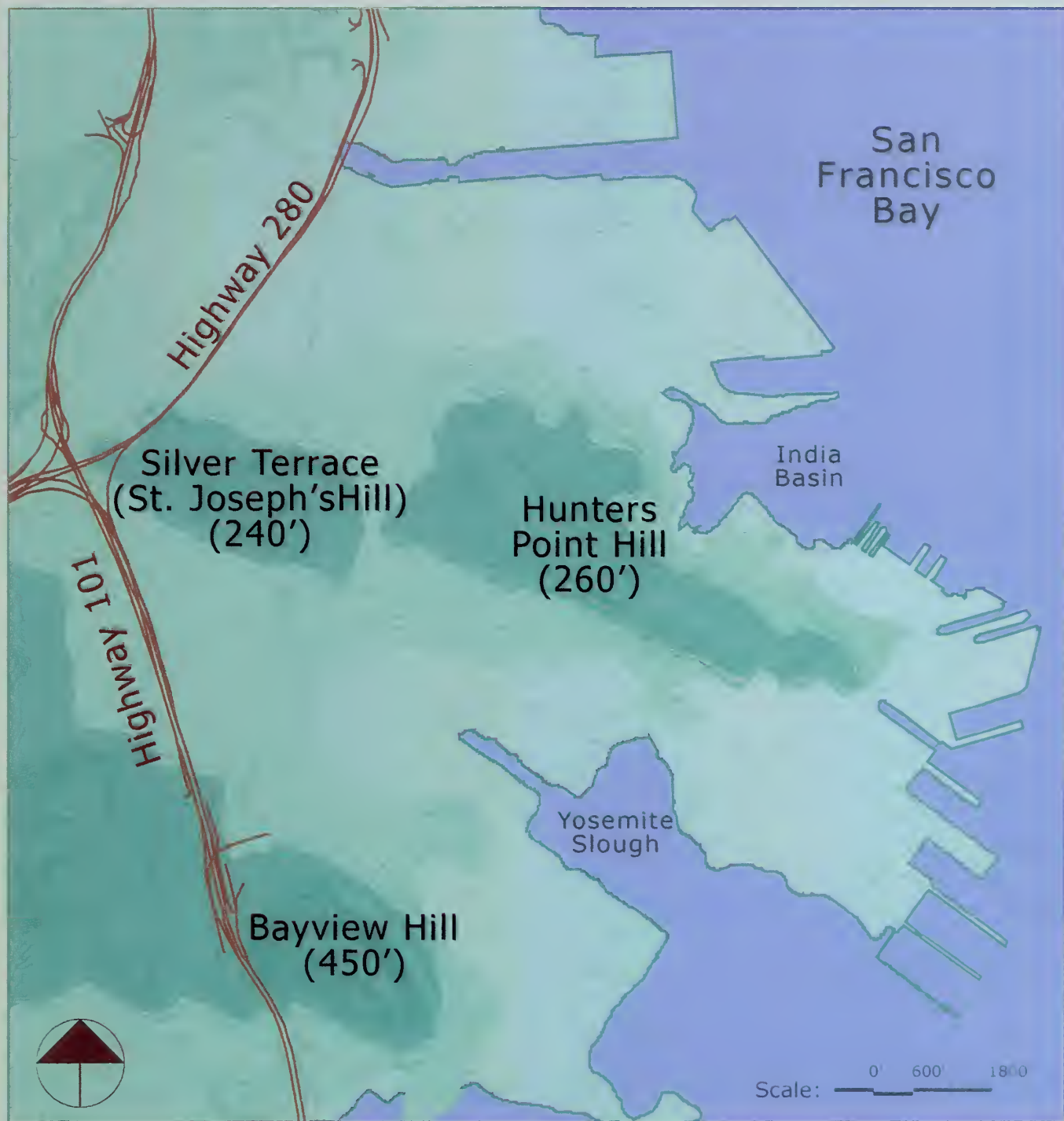
Map 4

Historic Bayview Mapping: 1873



Map 5

Land Characteristics of Bayview Hunters Point



Contour Lines Illustrate Bayview's
Topography in 10' Intervals



Aerial photograph shows where curving roads wrap around Bayview's hilly topography. Bob Ecker photograph.

CULTURAL LAYERS ON THE LANDSCAPE: 1700–1906

Humans have moved through and dwelled here for many thousands of years. The Costanoan Ohlone people were Native Americans who lived here as early as 100 BC. Their presence was especially seen around "Islay Creek," a Native American word meaning "wild cherry" which probably grew here in abundance. The Spanish who followed changed the name to "Islais Creek." The fertile site, one of the best places to live on this side of the bay, was separated from the harsh sand dunes and rock of then-San Francisco by the expanse of Islais Creek's lush salt marsh.

The Spanish arrived to investigate the marshland and promontory in 1775, led by Juan Bautista Aguirre, who named it "La Punta Concha" — Seashell Point. Eventually, it became known as "Punta Avisadera" — a beacon guiding sailors to the best natural deep-water port in the Bay Area. The Spanish claimed the land, sought to convert Native Americans to Catholicism while allotting them small family farms to induce a settled agricultural colony, and set cattle to grazing the rest. They were not gentle in their conversion efforts. After little more than fifty years, the Mission-controlled lands were removed from the Catholic

Church's control through mandated Laws of Reform and by 1842, they were taken from Spain by the country of Mexico. At this time, San Franciscan-born Jose Cornello Bernal applied to the Mexican government for title of ownership to almost 4,000 acres of prime pasture land near Punta Avisadera, almost the entirety of the current Bayview Hunters Point area.

Six years later, the Gold Rush brought with it an American takeover in 1848, but Bernal hung on to ownership while the City of San Francisco exploded and new townships surrounding it popped up overnight with the arrival of thousands of gold seekers. San Francisco's growth between 1848 and 1860 was staggering: from 1,000 people to over 30,000 in only twelve years. Bernal eventually entered into an agreement to develop the area as a real estate venture marketed by two well-educated brothers acting as agents — the Hunters, who oversaw the survey and mapping of what became known as "South San Francisco." A pre-planned street grid was laid over the entire area, even extending over the bay mudflats; the remainders of this grid are visible today in the streets of Bayview. Oddly, the map surveyor mistakenly named the new township after the real estate agents instead of its owners.

However sophisticated the Hunter Brothers may have been, quickly selling the new town proved impossible due to its physical separation from bustling San Francisco by the creek and salt marsh. The venture failed after less than one year, but the Hunter Brothers stayed on, building a wharf at the waterfront. In 1858, the name Hunters Point appeared in the San Francisco directory for the first time. In 1871, after gaining title to all the original Bernal Tract, the brothers sold it to a savings and loan group and temporarily left the area. However, the small rural settlement of what they called "South San Francisco" and the point named after them was left in their wake.

"And so the land of Bayview had passed from the hands of the Native Americans into the stewardship of the Spanish Padres and thence to Spain into the jurisdiction of the Mexican government into the grasp of a political favorite and finally into the control of entrepreneurs for transformation into a marketable commodity in a real estate scheme. The forces at work? Migration legislation and speculation." RIFKIN 1983.

In the 1850s, the city of San Francisco zoning rules began to relegate slaughterhouses, meat-packing plants, tanneries, fertilizer companies, and soap and tallow works to the Islais Creek mudflats, where the India Basin Industrial Park exists today. Eventually, this zone became known as "Butchertown." The noxious land uses considered a nuisance were placed on land away from the residential enclaves of downtown, close to shipping facilities, and near the grazing lands on the rest of the peninsula. During this period, many Italian, Maltese and Irish immigrants with old-world skills related to cattle and meat processing settled in the vicinity.

"Separate but Equal": A New America Emerges in Gold Rush San Francisco

According to pre-1900 census information, Bayview Hunters Point was one of the more racially integrated areas of the City. San Francisco was the leading social, cultural, political, and economic center for African Americans throughout California during the 1800s, containing the largest black population in the state until 1900 when it was surpassed by Los Angeles.¹ Because the City controlled the coastal trade as a center of banking and financing for the entire West and its manufacturers produced most of the region's goods, there was a wide range of economic opportunities for its ethnically and racially diverse labor force.

However liberal and progressive the City saw itself, African Americans were still limited in educational, housing, and

job opportunities. Despite a social and political system espousing a "separate but equal" premise in liberal San Francisco, there was certainly housing discrimination and the majority of black workers were not allowed into unions and were rarely exposed to learning trades outside of unskilled labor until World War II. However, African Americans tended to experience less discrimination here than in other parts of the country.

The majority of segregation laws in California were abolished by 1900 and throughout its brief history prior to 1940, San Francisco whites did not restrict blacks to limited communities as they did in many U.S. cities. Before much of the rest of the country, African Americans in San Francisco could vote, serve on juries, ride public transportation, and attend public schools on an integrated basis. One notable exception was during 1854 to 1875, when segregated schooling laws were enforced.

During the 1800s, African American and Asian migrants arrived in the Bay Area at much the same time. They lived with or nearby one another, shared the desire for a better life and access to economic and social improvement, occasionally even sharing recreational facilities. The Chinese community, almost ten times larger than blacks during this era, was a large part of the region's work force and made more progress than blacks in employment opportunities. Yet, Chinese immigrants lagged behind African Americans in access to education, housing, and health care and were more impacted by physical violence—victimized because they were seen as a major threat to white workers' wages and working conditions.²

In Bayview Hunters Point, a small population of Chinese settled close to the waterfront, drawn by the establishment of shrimp-facilities built in the late 1800s. A small number of Chinese-owned restaurants and shops were built nearby, although most frequented Chinatown as the major cultural and retail goods center. The Shrimp Boat restaurant, owned by Chinese residents and located on the Hunters Point waterfront, was a favorite for many decades until 1938 when the entire Chinese village was demolished by the Navy for expansion purposes.

The Sporting Life: Horse Racing at Bayview Park leads to Major Transportation Improvements

While the Hunters still resided in the area, several wealthy San Franciscans built what was touted as the fastest horse racing track of its kind in the world at Candlestick Point. The actual construction around 1870 included the cutting and hauling of sand dunes by Chinese immigrant laborers using shovels and hand carts.



TOP Butchertown stockyard, in vicinity of Piers 86, 88 and 90. **BOTTOM LEFT** Notice an active Hunters Point Shipyard in the upper right hand corner, before it became a naval base, in the 1937 aerial view of Bayview Hunters Point. **BOTTOM RIGHT** Hunters Point Drydock 1867. Photos courtesy San Francisco Public Library.



A horse-drawn streetcar line was established to connect the racetrack with downtown San Francisco while a railroad connection was made by bridging over then still-open Mission Bay, cutting through Potrero Hill and spanning the salt marshes at the mouth of Islais Creek on a mile-long trestle. Both the railroad and racetrack lasted until 1896, followed shortly by the horse-car line that left behind its name: the current Railroad Avenue.

The Waterfront and the Navy

The major selling point of the new town of "South San Francisco" and Hunters Point was the availability of deep water close to shore. Dry-docking ships for maintenance and repair became a major industry associated with this type of waterfront. The first facilities were built here in 1868 by the Bethlehem Shipbuilding Company Ltd., a subsidiary of Bethlehem Steel, creating a large industrial area complex along the waterfront.

The Navy became interested in the Hunters Point area as early as 1908 when Admiral Perry's "Great White Fleet" circled the world and sailed into San Francisco Bay, only to find the waters of the U.S. Navy Ship Repair Yard at Mare Island too shallow. He finally proceeded to the privately held drydocks at Hunters Point, where the water was deep enough to dock the huge ships. Eventually the Navy would buy Bethlehem's drydock facilities, taking possession on December 18, 1941, only eleven days after the bombing of Pearl Harbor.

The entire Chinese community and the shrimping facilities located on the waterfront were evicted by Navy facility expansion in 1938. The San Francisco Fire Department was called upon to burn down the buildings as their former owners and tenants looked on. With the advent of war in 1941, an adjacent residential area was also seized, requiring 20 families to relocate within 48 hours. By the end of World War II in 1947, the Navy controlled almost 1,000 acres of Bayview Hunters Point, with facilities so massive the largest warship in the world could be accommodated here.

The Town and Transformation: 1906–1940

By 1900, San Francisco was the eighth largest city in the nation. By 1906, "South San Francisco," Hunters Point Dockyards, and the areas adjacent to Bayview Racetrack was characterized by small but enterprising settlements of mixed-nationality immigrants. Bayview Hunters Point has always had many cultures living side by side. The cattle-related businesses, shipping facilities, and fishing outfits were joined by other heavy industrial firms. These industries drew a larger mixed population of new working class

families, including high numbers of Italians, but also Irish, German, French and Maltese.

The essentially rural character of the township would not be disturbed by the 1906 Great Earthquake and Fire when thousands of San Francisco residents fled to Oakland or other neighboring locales perceived as safe ground. The growth of Bayview Hunters Point was incremental but steady. The "small town next to the big City" would define its identity for decades to come. Many older residents of Bayview still remember cattle roaming the area and the cowboys who rounded them up when they escaped from the holding pens in Butchertown.

San Francisco's African American population remained relatively small between 1900 and 1940, prior to the cataclysmic changes of the World War II era. Most settled into the few truly integrated neighborhoods of the City and some enjoyed a fairly prosperous life, even during the Great Depression of the 1930s. However, racial discrimination persisted and a true center of African American commerce and culture did not emerge until the 1940s and 1950s, when the Fillmore and Bayview emerged as vital centers for African American culture in San Francisco.

A Second Gold Rush: the 1940s and 1950s

What had remained a rural small town transformed dramatically as a result of World War II. The installation of the Hunters Point Naval Shipyard, accompanying steel production, and warship construction with other port terminal activities turned Bayview into a regional industrial center. The shoreline changed almost overnight with new industrial infill projects, construction and shipbuilding crews ran 24-hour shifts, and large numbers of workers inundated the area.

World War II-related industry drew a huge workforce from around the country, shifting the major patterns of black and white migration from the North to the West. The war was an incredible boon for African Americans, women, and other traditionally disenfranchised groups because it provided a sizable number of jobs in skilled and white-collar occupations for the first time in American history. This was especially true on the West Coast, the San Francisco Bay Area in particular, due to the extensive defense industry located here.

San Francisco's black population grew more than 600 percent between 1940 and 1945 alone. Many African American workers were recruited to leave the racist and oppressive South for the greener economic pastures of the West. Another draw was the increased ability to own property, experience open schooling, and live without Jim Crow laws



TOP LEFT Opening day of Islais Creek Bridge, March 2, 1950. **TOP RIGHT** Lucky Lager Brewery 1934. **BOTTOM** Third Street, looking north from Revere Street. Photos courtesy San Francisco Public Library.



ORIGINAL CAPTION (JUNE 17, 1944):

"HERE'S ONE OF THE real boom districts of the City — the Bayview. Photo taken looking along Third toward Quesada from Revere Street. Third Street was made nice and wide to handle some of the heavy traffic to and from the Bayshore highway. Then the war cut down on traffic. But it's a nice street anyway and some day it'll be handling a lot more cars than are visible now."

or racially-based violence characterizing much of minority life elsewhere.

Despite the premise of equality held by most white San Franciscans, housing discrimination was chronic in the Bay Area. Newly arriving African Americans were often unable to find accommodations in the hastily built wartime housing projects around the City and were forced to compete for shelter in the few neighborhoods where immigrants and minorities were traditionally welcome. Bayview Hunters Point, besides having public worker-housing projects built near the shipbuilding facilities, was one of these traditionally welcoming communities.³ Housing was desperately needed for the workers and the community responded with leased bedrooms, additions made to existing housing, and the construction of back cottages for rent.

After the newcomers settled in, Bayview Hunters Point experienced a blossoming of civic traditions, as so many new workers who came from the South brought their close-knit culture, and often their families, with them. The Navy and other government agencies made investments in the area's infrastructure and worker housing apartment complexes. In their wartime haste, some of these projects were built in areas where the groundwater depth was very close to the surface; consequently these dwellings were damp and experienced chronic flooding or mildew problems.

New transportation projects included wide streets for transporting goods and the beginnings of the freeway program on the West Coast, a war defense project that would eventually connect the U.S. in a way the wartime planners never envisioned. One local event in particular was heralded by the community as a measure to connect Bayview to the greater City and enhance its postwar prosperity: the opening of Islais Creek Bridge in 1950.

Perhaps one of the most transforming aspects of World War II was the mixing of people of every race and age, and both genders. The photographer Dorothea Lange, describing a shipbuilding shift change of workers in 1944, was amazed by the sight of "all ages, races, types, skills and backgrounds. A deluge of humanity." Besides exposure to one another during work, shopping, and the everyday life of adults, this unprecedented mix of people also led to many children sharing classrooms for the first time. These children heralded the multicultural future of California.

At the Boiling Point: 1960–1980

After the war, economic opportunities for African Americans, women, and other minorities were severely cur-



Wartime shipbuilders. Courtesy Oakland Museum, Oakland, CA.

tailed as soldiers returned and demanded their jobs back. By the late 1960s and early 1970s, shipyard operations began to decline due to diminishing naval repair needs. Citywide, heavy and light industrial bases were shrinking as businesses relocated plants and blue-collar employment to suburban areas in surrounding counties. When Bayview Hunters Point jobs contracted, so did its population: from a post-war peak of 50,000 in 1950 to 20,000 in 1970.

Returning soldiers taking advantage of the new G.I. Bill to go to college and new mortgage lending programs created the phenomena of the suburbs and de facto racial segregation. Cities suffered as the new middle class, typically white, moved out in droves and once-thriving urban commercial centers declined. Jobs and industry followed the movement of these workers and many firms left the City altogether. Massive unemployment was the general result for many of the wartime newcomers to California. As these events took place, city funds began to grow scarce and services were reduced as a result. The most impacted citizens were minorities, crowded into increasingly substandard housing with impoverished commercial districts. Neighborhoods like Bayview Hunters Point suffered the worst effects of this urban disinvestment.



*War time South San Francisco Opera House.
Courtesy San Francisco Public Library.*

Social change and conflict defined the 1960s and 1970s. The Civil Rights Movement, feminism, hippies, and myriad other challenges to the status quo shook America. While President Johnson created a national program called "The War on Poverty" seeking to revitalize cities and assist poor citizens, another new program was taking hold of the nation: Urban Renewal. Though the original premise was to help urban residents and workers, the end result was the utter destruction of many urban neighborhoods, typically poor and of color, in order to build civic and business centers that benefited the elite in cities across the nation. Working class neighborhoods in San Francisco fared especially poorly. When the primarily African American community living in the Fillmore District was forcibly evicted through the City's power of eminent domain, many resettled in Bayview Hunters Point when they could not afford the high rents of the new developments.

Bayview was fortunate to evade the destruction wrought by Urban Renewal in the Fillmore. However, the community suffered from increasing poverty and joblessness. Meanwhile, city government did little to repair the crumbling and inadequate infrastructure or invest resources into the area. Much like in the days of "Butchertown," polluting industries and facilities unwanted in other, more powerful neighborhoods were built here. Over time, Bayview Hunters Point gained an unfairly negative image, further eroding the self-esteem of its residents.

Finally, a boiling point was reached in September 1966, when a young black man by the name of Matthew Johnson was shot and killed by police for suspected car theft. The years of suppressed rage exploded into a terrible riot rocking the City for five days. Immediately after the riot, many residents hoped that it would lead to greater solidarity among community groups. Actually, the opposite occurred: greater community disintegration resulted from the general belief that "nobody cares" and "it's too late to do anything." While very few community organizations continued functioning as they had before the riots, they began to re-emerge in the following years.

Not long after the riots, a contingent of community leaders and residents including Eloise Westbrook traveled to Washington, D.C. to present their case and demand federal assistance in revitalization efforts. The Department of Housing and Urban Development eventually responded to community demands with significant funding for new housing projects and other assistance. With this successful march



Mrs. Elouise Westbrook, Chairman of the Bayview Hunters Point Joint Housing Committee, at a redevelopment meeting in Hunters Point, 1971-1973.

on the nation's capital and more political power, the positive activist spirit that defines Bayview Hunters Point was reborn.

In San Francisco, then-Mayor Shelley, and later Mayor Alioto, sought to create more progressive and inclusive policies to assist in the revitalization of the community and address racism against African Americans, but the root causes of disinvestment have hardly been addressed or rectified. Large parts of the collective community memory have been lost as older residents pass on or move away. Yet despite negative forces and historical loss, the community has gathered strength over the years and learned to be powerful activists and progressive advocates on their own behalf.

Today, the people of Bayview Hunters Point are uniting in a powerful way to take the reins of their collective destiny into their own hands and create the framework for their future.

A Heritage of Diversity: Entering the New Millenium

Today, approximately 34,000 people call this neighborhood home.⁴ Some residents are second and third generation children of the original immigrant families. Many came to live here because of shipbuilding activities during World War II, primarily from the Southern United States. A significant number of more recent residents moved here when other neighborhoods of the City became too expensive to live in or were demolished during the days of Urban Renewal. Others are new immigrants seeking a new life in the United States, and several are artists who bring another

dimension to the creative spirit of place emerging in Bayview Hunters Point.

The United States has long been defined as a nation of immigrants. Our national identity includes a conflicted heritage of importing one segment of society through slavery and the incorporation of indigenous inhabitants through forced colonization. Two issues make cultural diversity a main topic of contemporary social concern today: recent attempts to understand recurrent racial tensions within America and the burst of new immigrants arriving as a result of national immigration policy changes instituted over the last twenty years. This diversification of America has increased exponentially over the last decade. New immigrants accounted for nearly one-tenth of all Americans in 1997, while in California the proportion is over 25 percent (U.S. Census, 1998). The result is a truly multicultural society.

As mainstream as the topics of diversification and multiculturalism are today, the effects and concerns of societal change have hardly been resolved since the civil rights movements of the 1960s. While indigenous peoples around the globe began to shake off colonialism, here in the United States, vocal minorities called for a redistribution of power to recognize the traditionally disempowered members of societies.⁵ What is new since the 1960s is a cultural-political ideology that asserts that people ought to be able to retain their original culture and still be fully American in the sense of enjoying the nation's wealth, its full range of educational opportunities and political privileges.

Diversification is wrought with conflicts: many new arrivals differ significantly from long-time residents of the same ethnic affiliation, not only by country of origin, but also in terms of economic status, civic traditions, and primary world views. For African American communities, the dilemma of cultural assimilation is rooted in assailing continued racism while seeking to move up the economic ladder of American life. Restoring or retaining one's ethnic identity while assimilating into an increasingly vague national culture is a difficult topic of concern for many persons of color.

Bayview Hunters Point is a microcosm of the search for unity in diversity and the creation of a forum that addresses the complexities of equal opportunity while maintaining pride of heritage. This community has done more than many to find strength in a unified voice that creates a clear vision for the future. Retaining cultural identities, respecting multiple histories, and seeking out common concerns and values among residents is this community's greatest strength.

A DEMOGRAPHIC STUDY OF THE BAYVIEW HUNTERS POINT COMMUNITY

Demography is the study of population characteristics, such as size, type, and other vital statistics that help us understand and plan for communities and regions. The U.S. Census, conducted once per decade, is the main source for this information. Based on many kinds of information about trends, projections about a population are made by professionals in order to plan for the future.

Demographic projections can be thought of as “best guesses” — there may be differing information from different sources and in any case, they may be incorrect despite in-depth research. The last census in 1990 is now known to have been less accurate in urban areas where often only half of the residents participated, especially in changing inner-city communities. Many immigrants avoided speaking to census workers because of deportation fears while other people may have felt threatened by government inquiries. A major problem with undercounting is that political representation and funding allotments for communities are based on the census. Another problem is that population and housing projections, like those described in this *Revitalization Concept Plan*, cannot be accurate because the base information is not. Finally, the most challenging time for demographers and researchers is at the end of a decade just before a new census is published, especially here in San Francisco where so much has changed regionally and locally.

Despite these challenges, we can look at this basic information as one way to characterize Bayview Hunters Point until the 2000 census is finalized. This demographic study of Bayview Hunters Point includes all the census tracts shown in Map 6, *Bayview Hunters Point Census Study Area*. Some projections include the small number of households in the

Hunters Point Shipyard. It is important to remember these are not concrete numbers at all, but serve as a starting place for understanding the complex identity of the community.

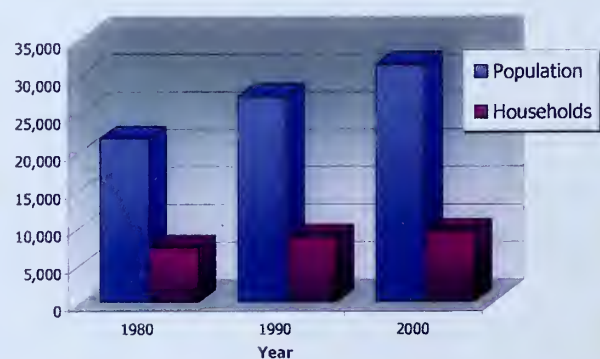
The People of Bayview

Bayview Hunters Point is one of the fastest growing, most ethnically and economically diverse areas in the City of San Francisco. Approximately 34,000 persons live in Bayview. This is a dynamic community, growing over 11 percent during the 1990s, and 29 percent during the 1980s. Figure 1, *Bayview Hunters Point Population Growth*, shows how both population and households have grown over the last twenty years. Of note is how households are getting larger, with population growth exceeding household growth proportionately. This growth is expected to continue over the next five years, with an anticipated growth rate of at least 6 percent from 1999 to 2004.⁶

Historically diverse, the population of Bayview Hunters Point became predominantly African American during World War II. African Americans remain the largest ethnic group, comprising approximately 63 percent of residents in 1990 and a projected 55 percent today. More than half of all residents at that time were native-born Californians, with a quarter born in the Southern U.S. and most of the other twenty percent born outside of the country. The comparative diversity of residents is illustrated in Figure 2: *Bayview Hunters Point Ethnic Diversity*.

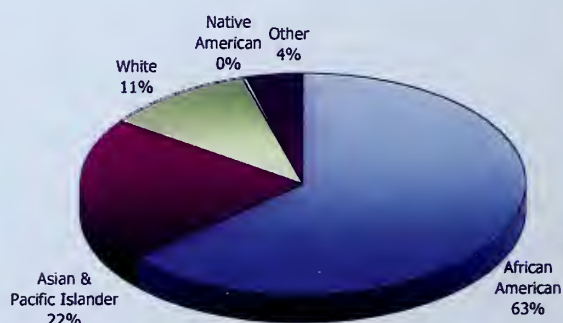
While African Americans in San Francisco as a whole decreased by 9 percent from 1980 to 1990, the black community in Bayview Hunters Point grew by more than 8 percent during the same period of time. Over that decade, the percentage of Anglo Americans in Bayview decreased by 15 percent, attributable in part to older residents of Italian and European heritage either retiring, leaving the community, or passing away.

Figure 1: Bayview Hunters Point Population Growth



Source: U.S. Census 1980 & 1990, ABAG "Projections 95"

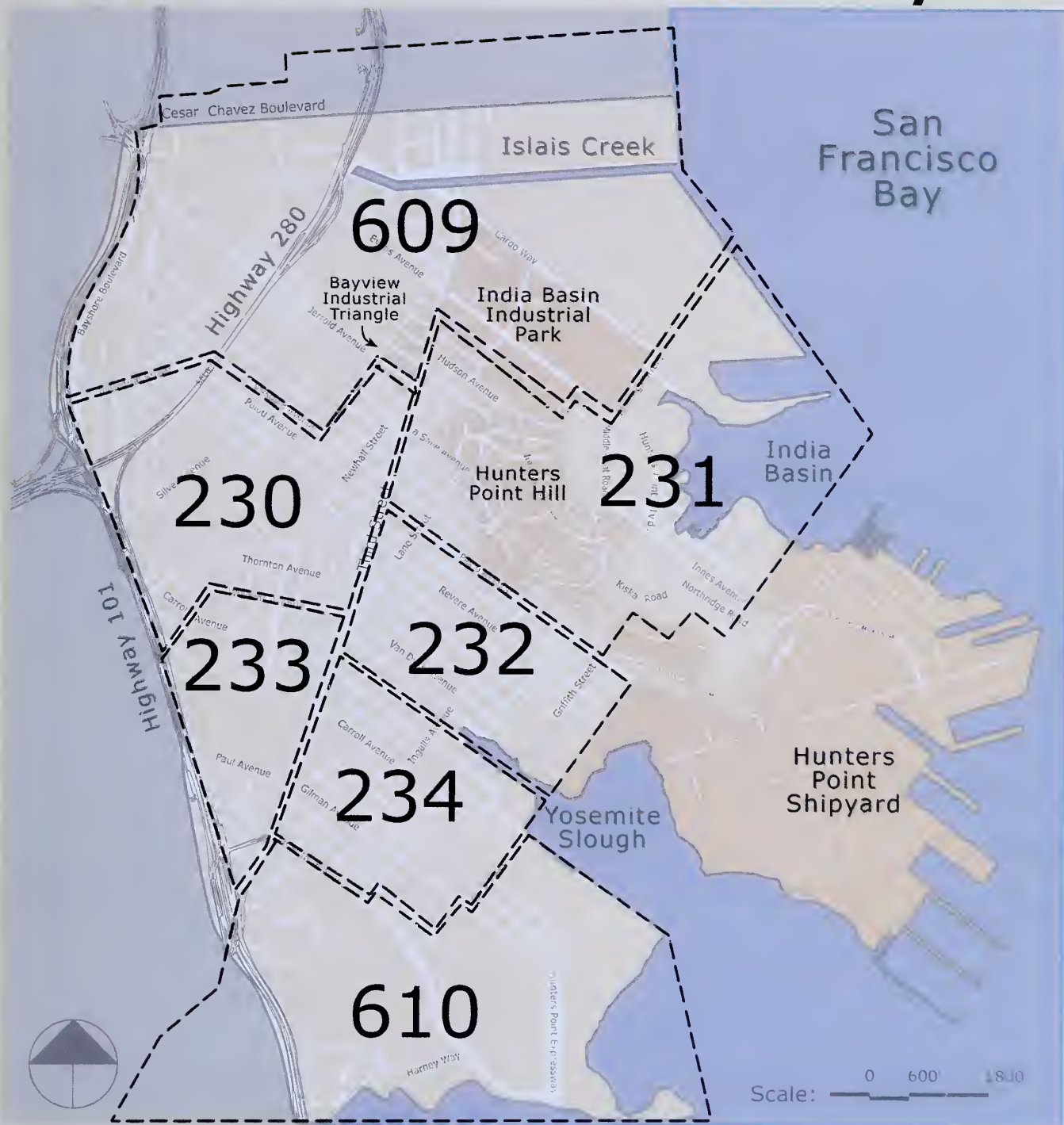
Figure 2: Bayview Hunters Point Ethnic Diversity



Source: U.S. Census 1990

Map 6

Bayview Hunters Point Census Study Area



SF City and County Line

**Bayview Hunters
Point Survey Area**

**Existing
Redevelopment
Areas**

**Census Tract
Boundaries**

The greatest cultural change seen over the decade in Bayview was the proportional growth in Asian residents — an astounding 238 percent — representing an estimated 22 percent of the community in 1990. More than half of all Asian residents were Chinese, one-fifth Filipino, one-sixth Southeast Asian, and one-tenth Pacific Islander (typically from Samoa). According to interviews with Asian community members, many families who moved into Bayview from China are typically of Vietnamese descent. For additional information on the heritage of Asian residents, refer to Figure 3, *Asian Diversity in Bayview Hunters Point*.

One problem with the 1990 Census is how ethnicity in general was counted, especially the Latino community. “Hispanic Origin” was not considered a “race,” nor were categories for persons of mixed-race provided in past census surveys. The just released *Year 2000 Census* allowed people much more flexibility when claiming their ethnic heritage and will provide a better picture of cultural diversity overall. The category provided in the last census, “Persons of Hispanic Origin,” shows that Latinos made up at least 9 percent of Bayview’s residents — whether they considered themselves black, white or “other.” This is a 72 percent increase from 1980. Half of these residents were of Mexican origin, a quarter Central American, and a small but notable number of residents identified themselves as of Puerto Rican heritage.

Another way of looking at the inherent diversity of the community is through reported ancestry. Although not fully illustrating the intricate mix of cultures defining the area, the table in Figure 4, *Ancestry in Bayview Hunters Point in 1990*, provides another picture of the community’s rich identity.⁷ Note that the total does not equal 100 percent, showing the mixed heritage of many residents. Although some percentages may seem small compared to the largest one and several people went under-reported in 1990, one can see traces of the immigrants who have made homes in Bayview over the generations.

Over the course of the 1980s, there was significant growth in certain age groups within the community. The number of children under 5 years old increased almost 60 percent and the proportion of adults aged 25 to 44 years of age grew over 75 percent. These figures illustrate how a large number of families with children moved into the area, a trend that has continued throughout the 1990s.

Figure 5, *1990 Age Groups in Bayview Hunters Point*, illustrates the age profile of Bayview when reported in 1990. The community continues to be characterized by a relatively large number of children, young adults, and elderly compared to many neighborhoods in San Francisco. Also of

Figure 4: Ancestry in Bayview Hunters Point in 1990

English	5%
French	2%
German	1.3%
Greek	4%
African American, Asian or Hispanic Origin	68.4%
Irish	1.3%
Italian	4.0%
Lithuanian	1%
Norwegian	1%
Polish	1%
Portuguese	1%
Russian	2%
Scottish	5%
Sub-Saharan African	2%
Swedish	2%
United States/American	9%
West Indian	5%
“Other”	23.2%

Source: U.S. Census 1990

interest is how there are proportionately more women than men living in Bayview Hunters Point: 54 percent compared to 46 percent. Some of this can be explained by the age profile, as women tend to live longer than men. Other reasons for this difference cannot be explained by available census figures alone. Estimated age characteristics of the community for the year 2000 have been provided, seen in Figure 6, *Year 2000 Age Groups*. These projections are a helpful guide to understanding the range of facility and program needs for different groups of residents, especially with continued increases of families, children and elderly.

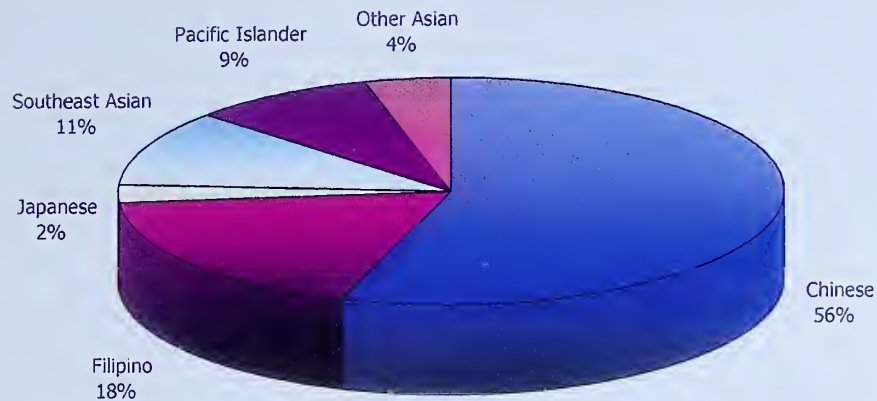
Households and Families

Figure 7, *Household and Family Group Characteristics in 1990*, is a graph showing the types of families or single-person households in the community. Bayview Hunters Point has a comparatively large number of households defining themselves as families: a total of 89 percent of the community’s households. Whether married-couple or single head of household, most family households have children.

Another significant characteristic of the community is the large number of married-couple families (with or without children) in the general household population: 48 percent versus 38 percent of householders city-wide in 1990. The largest type of household was a married couple without children, approximately 41 percent of all family households. There is also a large component of families with children that have a single female as the head of household in Bayview Hunters Point: 22 percent versus 6 percent city-wide.

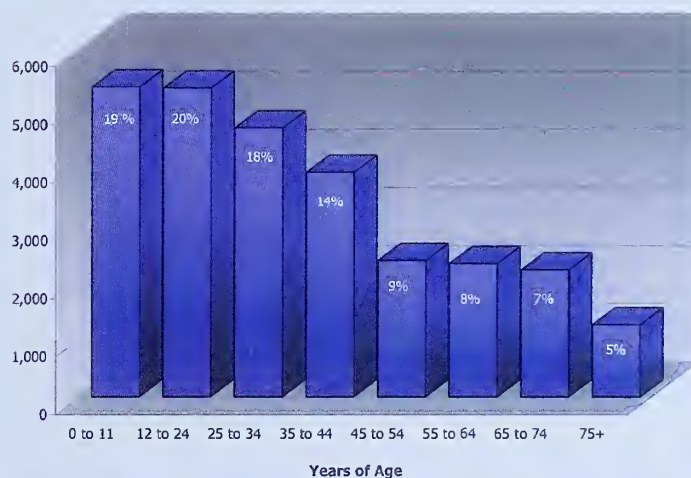
The greatest increase in “family households” was in the two-to-four person size range, while the number of one-

Figure 3: Asian Diversity in Bayview Hunters Point



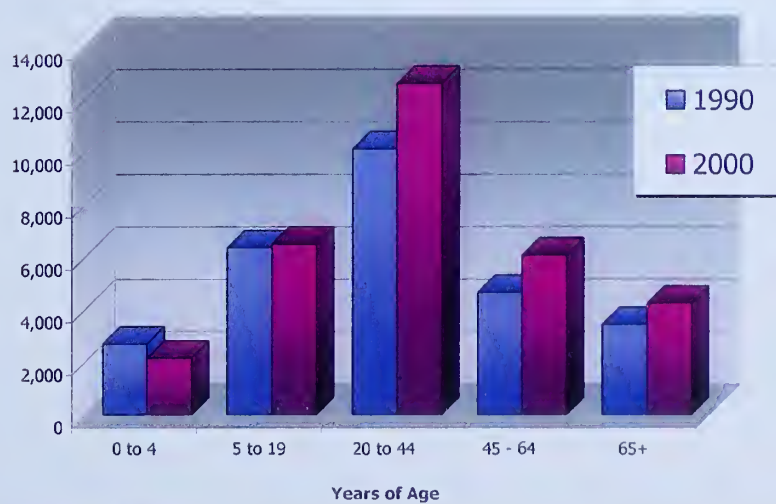
Source: U.S. Census 1990

Figure 5: 1990 Age Groups in Bayview Hunters Point



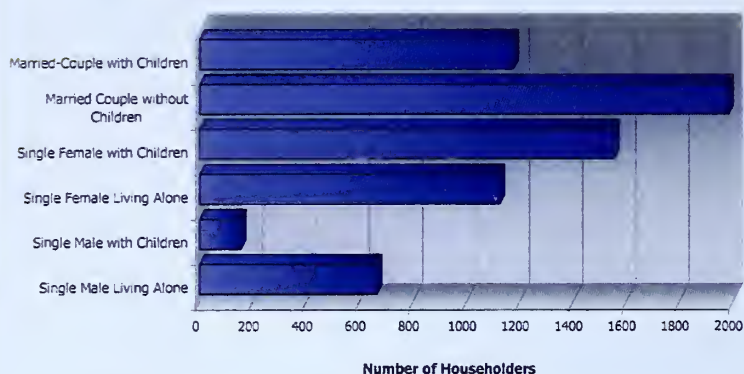
Source: U.S. Census 1990

Figure 6: Year 2000 Age Groups



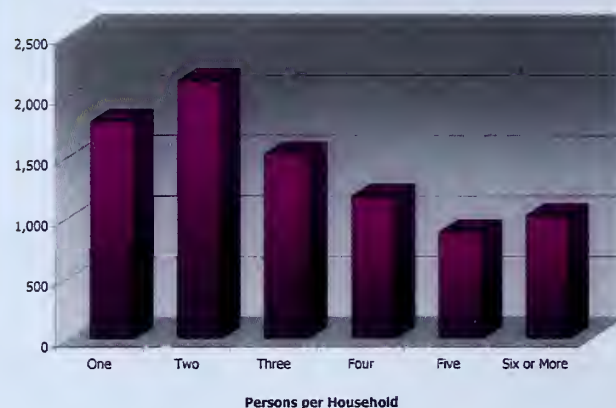
Source: U.S. Census 1990

Figure 7: Household and Family Group Characteristics in 1990



Source: U.S. Census 1990

Figure 8: Persons Per Household



Source: U.S. Census 1990

person “non-family” households also grew. There is an unfortunate lack of information illustrating the number and make-up of extended families, multiple related family members living together in the same home, or grandparents raising grandchildren that local interviewing has revealed in the past.⁸ Figure 8, *Persons per Household*, provides a relative scale of need for livable space related to household size, especially valuable when planning for housing needs. The average household in Bayview has grown from 3.2 persons in 1990 to an estimated 3.26 in 1999 compared to 2.3 persons per household in San Francisco as a whole in 1999. When *Year 2000 Census* tract level data is released, the results are expected to show continued growth in household sizes throughout Bayview Hunters Point.

Language and Linguistic Isolation

The most current information available for an analysis of language diversity and linguistic isolation in Bayview comes from the 1990 census. As is true throughout the Bay Area, the ethnic diversity of residents can be seen in the sizable number of residents who do not speak English at

home — at least 30 percent in 1990. Figure 9, *Language Diversity in Bayview Hunters Point*, shows how almost half of these residents are Chinese-speaking while one-third speak Tagalog. Of the remainder, most speak either Spanish or French Creole at home.

Linguistic isolation refers to those people who cannot speak English well enough to participate easily in society. Almost 20 percent of all Bayview Hunters Point residents surveyed in 1990 were totally or partially isolated by language. With the undercounting of immigrants typical of the 1990 Census and growth of the foreign-born population throughout the Bay Area, this percentage of isolated residents has most likely risen. When looking at the census category total for “those who do not speak English well,” most respondents spoke Asian and Spanish languages, with the elderly and young children most affected. This information helps determine where programs and translation services are needed, especially in education needs and when reaching out to residents during public planning and review processes.

Educational Attainment

Educational attainment is the key to fulfilling careers and rewarding employment. In the past, the adult population of Bayview Hunters Point was more likely to work in a blue collar or industrial job than today. These jobs were often secure, well-compensated union jobs that rarely required college degrees in order for workers to be successful, offering the means to raise a family and live in relative comfort. As the economy rapidly changes to rely more and more upon information and technology-based skills rather than industrial skill knowledge, the percentage of young adults who complete high school and obtain college degrees is of increasing importance to the community.

Learning is a lifetime process, one that is also rapidly changing in response to new opportunities, market and

Figure 9: Language Diversity in Bayview Hunters Point

Language Spoken at Home and Linguistic Isolation

English	17,289	62%
Spanish	1,621	6%
<i>Linguistically isolated</i>		
Spanish Language Speakers	269	(1%)
Asian/Pacific Islander	4,522	16%
<i>Linguistically isolated</i>		
Asian Language Speakers	2,336	(8%)
Other language	1,870	7%
<i>Linguistically isolated</i>		
Other Language Speakers	59	(2%)
Persons Who Do Not Speak English Well: 5+ yrs.		
Spanish speaker	371	(1.5%)
Asian speaker	1,668	(7%)
Other language speaker	7	(.2%)

Source: U.S. Census 1990. Percentages shown in italics refer to percentage of all reporting residents who are linguistically isolated.

life pressures. Many adults are returning to school to obtain degrees while young people are taking greater advantage of two-year and community colleges to gain skills for the new information-based economy. As the population ages, fewer people are expected to retire early and many will need to work later in life. At the same time, unemployment in the Bay Area is at an all-time low. Despite the increasing shortage of labor overall and the large number of job training programs for adults, many residents in Bayview Hunters Point have not found successful employment. In order to understand these problems, education and career success must be viewed along the full spectrum of a person's life, from childhood through to mid-life and beyond.

As will be discussed in greater detail in Chapter 4, the greatest gap in child development and daycare needs in Bayview Hunters Point is for toddlers up to preschool age according to preliminary surveys conducted by the City's Department of Human Services and Mayor's Childcare Facilities Fund Program. Not only does this gap affect young children's development and socialization, but it limits working parents as well — especially the estimated 34 percent of all local families that are single-parent households, the vast majority of which are headed by women.

A recent report shows that as much as half of a low-income single parent's wages may go to licensed daycare. Many families in the community currently have their childcare needs met by family members or unlicensed local care providers. The City is working on identifying daycare gaps, working with existing centers to expand capacity, and helping to create new programs that give young children the strong start they need to flourish.

Based on initial research by the Mayor's Childcare Facilities Fund Program, elementary school-age children in Bayview Hunters Point appear to be well-served by existing programs in the 11 local schools. However, San Francisco Educational Services (SFES), a local non-profit, has identified a large number of needs for Bayview Hunter Point's middle- and high school-aged youth who face significant challenges in educational success. The following overview explains their research findings.

Chronic high unemployment, high rates of youth living in foster homes, and the large number of families receiving government aid mean youth in the community often lack mentors and role models to guide them in achieving scholastic success and career advancement. Listed as the

foremost predictor of success is parent oversight and involvement. This oversight is extremely limited given that over 65 percent of local students are bussed out of their neighborhood to schools in other parts of the City, and there is no local high school that serves as a community center. Many youth in Bayview Hunters Point experience poor school performance, have poor literacy skills, and are at a "very high" risk of dropping out of both middle school and high school. Recent school performance data from the San Francisco Unified School District show that local children constitute 26 percent of all middle school dropouts in the City's school system and 21 percent of all high school dropouts. Most of these children are African American.

According to local surveys recently conducted by SFES, young people in the community tend to "maintain unrealistic expectations of stardom in sports or entertainment as the only alternative to low-end jobs."⁹ The most substantial threat to their perceptions of a happy, successful life are the six major gangs that exist in the area and high amounts of associated drug activity and juvenile crime. In the past two years alone, there have been 33 murders in the community linked to gangs and drugs.

Despite these chilling facts, there are many positive supports for education and mentoring in the community. Local churches have been holding community meetings to address solutions. Non-profit groups are conducting outreach among youth and gang members. Community police officers have sought to act as "peace brokers" when gang violence spirals out of control. The most important force in helping children achieve educational skills are the parents and other community members who involve themselves as mentors and advocates.

Literacy skills and a high school diploma are the most important elements connecting Bayview Hunters Point residents with the prosperity offered by the new economy. Ten years ago, almost 36 percent of adults (age 18 or older) in the community had not obtained a high school diploma, compared with 21 percent of all San Franciscans of this age. Thirty percent completed high school and went no further, while 12 percent earned a college degree of some kind and only 2.6 percent completed advanced degrees. The comparative level of education achieved by adult residents of Bayview Hunters Point is explored in Figures 10 and 11, *Educational Attainment in 1990*. This information provides a baseline to assess how efforts must be targeted to increase educational success for the Bayview Hunters Point community until the new census figures are fully released.

Figure 10: Educational Attainment in Bayview Hunters Point in 1990

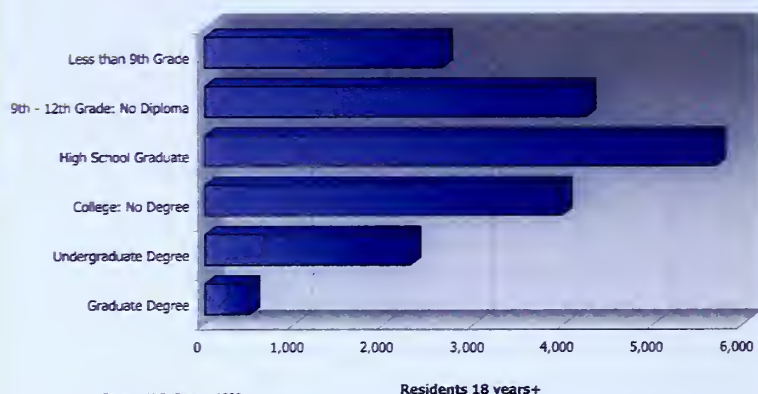
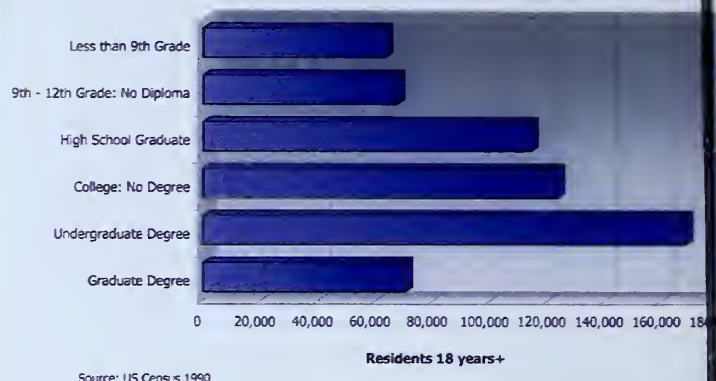


Figure 11: Educational Attainment in San Francisco in 1990



State education data shows how a greater percentage of African American youth drop out of both high school and college, primarily due to economic circumstances. The comprehensive local assessment shows major reasons for the high drop-out rates of Bayview Hunters Point youth are separation from community through bussing and the lack of guidance or mentorship available to them.¹⁰

Although local problems exist, larger trends in educational attainment for African American students and scholars throughout the nation are important to the Bayview Hunters Point community. Insight is provided by the Frederick D. Patterson Research Institute of the United Negro College Fund. According to their 1998 study on 20-year trends, there has been a great deal of progress for African Americans in higher education, both in the West and throughout the nation.

The following summarizes the institute's findings:

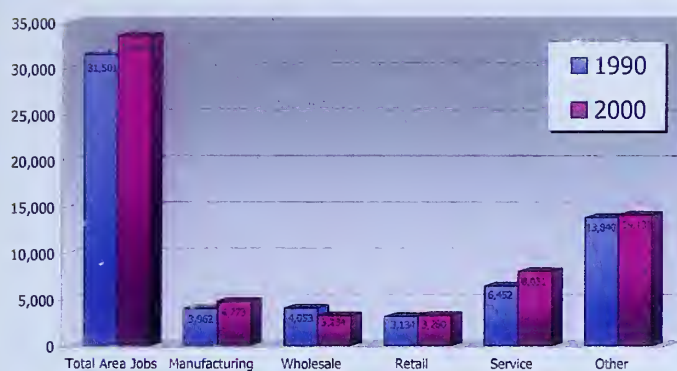
- African Americans have made steady gains over the past two decades in gaining access to and achieving success in higher education at the undergraduate, graduate and first-professional levels throughout all regions, exceeding the gains of white Americans (37 percent gain versus 4 percent).
- The 11.3 percent representation of African American first-time freshmen attending four-year colleges and universities in 1996 was the largest ever observed in the nation and each of the four national regions, increasing 15 percent nationally and over 25 percent in the West.
- African American freshman enrollment almost exactly matched population representation in the West: 4 percent of all enrollments compared to 4.1 percent population representation. Total enrollment for all African American undergraduates in the West equaled 4.2 percent.

- One-third of all African American first-time, full-time freshmen in the nation were enrolled in public two-year institutions, representing 11.9 percent of community college freshmen in the nation and 7.5 percent in the West. Increases of over 12 percent suggest that community colleges offer an important potential supply of African Americans who can transfer to four-year colleges and universities to pursue a bachelor's degree. Only 15 percent of African American students in public two-year colleges transferred to four-year colleges within five years.
- Despite gains, African American high school students taking the SAT test score an average of 100 points lower in the verbal and math sections than do their white counterparts. Academic performance for African American first-year students is impacted by a general unpreparedness for college: the median grade point average in 1996 was 2.47 for African Americans compared to 2.61 for white students.
- The five-year bachelor's degree attainment rate is lower for African Americans than whites: 45 percent versus 57 percent. Despite this, there was a 50 percent increase in bachelor's degrees awarded in the West (52 percent nationally).
- Graduate and professional school enrollments are increasing nationally and in all regions: an 87 percent increase in master's degrees awarded from 1987 nationally and a 57 percent increase in the West. The total number of doctoral degrees increased by 54 percent nationally and 46 percent in the West over the same decade.

Employment of Residents and the Local Job Market

The *Year 2000 Census* will provide a wealth of information about trends in employment for the residents of Bayview Hunters Point when tract level data is released. The most recent local data available for review is from a 1996-1997 analysis for the Muni Third Street Light Rail

Figure 12: Jobs in Bayview Hunters Point, Firms & Companies



Source: U.S. Census 1990 and ABAG Projections '98

Project.¹¹ In this study, an employment profile made the following points:

- The overall employment patterns for Bayview Hunters Point residents mirrors employment in the rest of San Francisco, working in similar locations and similar jobs as the City's general population.
- Women constitute an increasing percentage of the work force, for all age groups and ethnicities; this requires special attention to accessible childcare services.
- The proportion of residents aged 20 to 34 years is expanding; this age group is the foundation of the employment base.
- Black females and Asians appear to comprise the highest percentage of this expanding group.

As of 1990, the local labor force in Bayview Hunters Point included approximately 9,500 employed residents, with roughly 1,500 persons registered as unemployed — a fairly high unemployment rate of just over 15 percent compared to the approximately 8 percent in the City of San Francisco. Recent state data shows that with the economic boom over the last five years, the Bay Area's overall unemployment rate is at a thirty-year low of 4.2 percent. However, the unemployment rate in Bayview Hunters Point may be as high as 10 percent, according to the Department of Labor. In general, unemployed Bayview residents lack successful linkages from existing job training and welfare-to-work programs to productive jobs.

The community's labor force "participation rate" (all adults available for employment) at 61 percent was lower than the city-wide rate of 69 percent. This difference was partially attributable to the large number of unemployed single-female head of households, many of whom receive public assistance. Community-wide, 25 percent of all households were receiving some form of economic assistance and the 1990 Census indicated that approximately half of all

females over age 16 were not in the work force. Another reason for a lower labor force participation rate is the proportionately higher number of families with one parent care-taking young children.

The largest percentage of employed Bayview residents — 20 percent — worked in the health, education, and professional services industries. Retail sector jobs accounted for another 17 percent. The next important sectors were transportation-related industries (9 percent) and manufacturing (9 percent). Downtown San Francisco employment opportunities provided nearly 40% of the jobs for households with the highest annual incomes with the Financial District and Union Square providing at least 20 percent of the total jobs for Bayview Hunters Point residents. The other important employment location is to the south in San Mateo County, again offering jobs with typically higher incomes.

The Bayview Hunters Point job base of today (those jobs available within the community) provides an estimated 33,500 positions. As is the national norm, the majority of these jobs are offered by small businesses: nearly 65 percent of area firms have fewer than 10 employees. The community has a number of larger businesses as well, with roughly 25 firms employing more than 100 workers each. Figure 12, *Jobs in Bayview Hunters Point, Firms and Companies*, illustrates the change in sector percentages and job growth from 1990 to estimates in 2000. These projections, provided by the Association of Bay Area Governments (ABAG), show service sector businesses located in the community experiencing the most significant growth. In general, all sectors grew with the exception of wholesale. This is partially attributable to wholesale businesses relocating outside of the City where land and rent prices are lower.

Nearly 60 percent of the people employed in these Bayview Hunters Point businesses live outside of San Francisco altogether. Some of this is explained by the community's location at the City's southern boundary. Proportionately, few local residents hold jobs in the area's businesses and industries: only 5 percent according to 1995 estimates. This is directly opposite past trends when the majority of residents held jobs in local industries or the former Hunters Point Naval Shipyard. Compared to locally available positions, employment outside the community is more diverse and often higher-paying, with more opportunity for advancement.

Income and Poverty

The community of Bayview Hunters Point is much like a small town; many residents are doing reasonably well, some are affluent, and others live close to or below the poverty level. Compared to the City of San Francisco, there are proportionately more persons living below the poverty level due to the significant number of households receiving economic assistance and living in affordable housing developments. However, the community is generally integrated economically, an increasingly rare characteristic of San Francisco neighborhoods.

Figure 13, *Estimated 1999 Household Income Statistics for the City and Special Neighborhoods*, shows income ranges that help us understand the community better. "Special" neighborhoods are those with 35 percent or more households earning less than \$25,350 per year. This table illustrates how

Bayview Hunters Point and several other neighborhoods have concentrations of "very low income" residents.

Income diversity characterizes the community. In addition to the concentration of very low income households, over 35 percent of Bayview households earn more than \$50,000 per year. There appear to be better jobs available to Bayview Hunters Point residents and more income for families in recent years. Average household income grew approximately 23 percent over the last decade. However, inflation grew faster: approximately 32 percent over the same period.¹²

These income estimates show that many families fit the economic range deemed "middle-income," starting at \$44,000 per year.¹³ According to recent studies, a Bay Area married-couple family needs approximately \$53,000 a year if both parents work, \$44,200 for a single parent family, or \$36,500 a year for a family with one working parent just to cover the basics: housing, child care, transportation, food, health care, taxes, and modest miscellaneous expenses.¹⁴ These findings suggest it takes much more than a middle income to have a middle-class lifestyle in the Bay Area due to the high cost of living.

Despite better economic times and increases experienced at the household and family level, an analysis of the types of household income in the community indicates the significant number of households with social security, retirement and/or public assistance income (34 percent of all households in 1990) has remained relatively constant. In 1997, the City's Department of Health Services (DHS)

Figure 13: Estimated 1999 Household Income Statistics for the City and Special Neighborhoods

<i>Income Ranges</i>	<i>Citywide</i>	<i>Bayview Hunters Point</i>	<i>South of Market</i>	<i>Visitation Valley</i>	<i>Tenderloin</i>	<i>Western Addition</i>
Less than \$15,000	14.5%	21.0%	28.0%	19.0%	50.2%	28.4%
\$15,000 to \$19,999	5.7%	7.3%	7.8%	8.0%	13.3%	9.2%
\$20,000 to \$24,999	5.0%	6.2%	6.9%	7.2%	9.5%	6.0%
\$25,000 to \$29,999	4.7%	5.3%	5.9%	4.8%	6.6%	4.4%
\$30,000 to \$34,000	5.2%	5.9%	4.3%	4.1%	6.1%	5.9%
\$35,000 to \$39,000	4.8%	3.2%	4.3%	3.1%	3.5%	4.7%
\$40,000 to \$44,999	5.3%	4.2%	4.5%	4.8%	2.5%	3.9%
\$45,000 to \$49,999	4.1%	4.5%	3.6%	4.2%	1.5%	3.4%
\$50,000 to \$59,999	8.4%	7.4%	6.3%	7.2%	2.6%	7.3%
\$60,000 to \$74,999	10.5%	7.7%	7.4%	8.4%	2.2%	8.6%
\$75,000 to \$99,999	11.9%	12.3%	8.0%	11.1%	1.4%	9.2%
\$100,000 and over	19.9%	14.9%	13.0%	18.0%	0.6%	9.0%
Estimated Median Household Income	\$50,753	\$41,143	\$31,338	\$43,727	\$14,910	\$31,504

Income statistics for the Bayview Hunters Point Community includes the Hunters Point Shipyard in this table.

Sources: State of California Department of Finance, Claritas, 1990 US Census STF1; Bay Area Economics, 1999

Figure 14: Estimated Minimum Decade Growth in Average Household Income

1990	1996	2000	Percentage Growth
\$33,457.00	\$33,187.00	\$41,143.00	23%

Income statistics for the Bayview Hunters Point Community includes the Hunters Point Shipyard in this table. 1990 and 1996 figures adjusted using CPI Index. Sources: (1990) 1990 US Census STF1; (1996) ABAG; (2000) State of California Department of Finance, Claritas, 1990 US Census STF1; Bay Area Economics, 1999.

reported that approximately 17 percent of its welfare recipients live in Bayview Hunters Point while only 5 percent of the City's population resides there. DHS data also indicates there is a disproportionate number of African Americans needing welfare assistance: approximately 85 percent of residents aged 18 to 24 who received AFDC in 1997 were African American.

The most economically impacted residents will continue to be women, children and the elderly. Single female households with children who have been receiving public assistance are most at-risk. Changes in the welfare programs in San Francisco, under the *Personal Responsibility and Work Opportunity Reconciliation Act of 1996* enacted in 1998, are providing more financial, training and education assistance options. Despite innovations and a more comprehensive approach to aiding needy families, the educational and job skill levels required to compete in a new economic marketplace requires more than cursory training for minimum wage jobs.

Residential and Housing Characteristics

Bayview Hunters Point has the City's highest rate of homeownership, with approximately 55 percent of the housing stock owner-occupied compared to a City-wide average rate of 35 percent. African Americans represent an estimated 61 percent of these homeowners, remaining relatively stable at about 2,700 units between 1980 and 1990. White residents comprise 18 percent and Asian residents another 17 percent of homeowners. Renters in the community are also largely African American, at 81 percent of all renters.

The 1990 Census showed that 56 percent of all Bayview residents lived in the same house in 1985. Another 32 percent lived in a different house either within the community or in San Francisco. Very few persons moved into the community from other states during this period while only 4 percent came from outside the United States. This older 1990 information paints a picture of a stable community; however, the prosperous economy and high value of housing has initiated a series of demographic changes bringing many new families into Bayview. There have been few vacant residences

for sale or for rent, whatever their physical condition.

Of note is the predominance of elderly homeowners, comprising more than half (60 percent) of all homeowners in the community. Although not studied in full, community members have reported that elders or their inheritors are selling their homes to take advantage of the high real estate values present in the San Francisco area. Younger members of the community cannot obtain loans in quantities high enough to compete or come up with down payment amounts. A significant issue for older homeowners who stay is that of deferred maintenance, especially with low-income elders needing assistance in the upkeep of their homes.

Figure 15: Bayview Hunters Point Housing Stock

	1990	1998	1999
Single Family Units	6,264	6,482	6,482
Multifamily Units	2,987	3,155	3,325
District Total:	9,251	9,637	9,807

Source: 1990 Census, STF1; San Francisco Housing Inventory, 1998; Bay Area Economics 2000

Figure 15: *Bayview Hunters Point Housing Stock*, provides an overview of building activity over the years. Over one-fifth of all housing units were built prior to 1940. Many homes are of historic quality and provide a distinct character to the community. The building boom during World War II and the following decade produced over 28 percent of existing housing stock. The next period of growth was between 1980 and 1990, with a 22 percent increase in housing units, from 7,468 units to 9,125 units. In contrast, the City's total housing stock grew only 4 percent during the same period. A 1997 survey indicated that since 1989, approximately 460 units were constructed and another 870 units were under construction or planned in the area. These new units are concentrated primarily in three locations: Hunters Point Hill, the Third Street Corridor, and the south side of Bayview Hill.

The housing stock in Bayview Hunters Point has been historically dominated by single-family homes, approximately 69 percent of the total. These single-family units tend to be older detached two-story units, otherwise they are town-house style attached units in small clusters. Many larger Victorian-era houses interspersed throughout central Bayview have been subdivided into flats or apartments. Between 1980 and 1990, there was a 7 percent growth in multiple-family units, a trend continuing through the 1990s. With the growth in the size of families and family members of multiple generations living together has come the need for flexible housing. Meanwhile, elders and single adults need smaller, more managed housing. The balance of housing types to be built in the future is directly related to residents' lifecycle needs, goals of providing for families and children, and importantly, to housing affordability.

Housing Affordability

In Chapter 4, housing economics and affordability gaps in Bayview Hunters Point will be examined in fine detail. The following will provide an overview of more basic information. Housing in Bayview Hunters Point is more affordable than in other parts of the City. The current median price of a single-family unit here is \$240,000 compared to \$360,000 for the City at large. Rents are also significantly lower compared to the City at-large.¹⁵ Average home prices rose almost twice as fast as average rents during the 1980s and nearly three times as fast as the overall cost of living in San Francisco. While the average rent of a two-bedroom unit increased 110 percent, the average price of a single-family home rose 186 percent.¹⁶

As the City becomes increasingly unaffordable due to the large influx of highly paid new residents and a concurrent lack of both market-rate and affordable housing develop-

ment, local values are rising fast. Many existing renters in the community who would like to become homeowners are often unable to afford any of the new units being developed in Bayview because of this red-hot real estate market and lack of rental housing options.

The U.S. Department of Housing and Urban Development (HUD) publishes current median income guidelines for a household of four persons in the Bay Area.¹⁷ Households qualifying as "very low income" earn 50 percent or less of this median figure. "Low income" households are defined as earning approximately 80 percent of the median. In areas like San Francisco, where rents are unusually high in relation to median income level, HUD decreases low income limits below the 80 percent mark.

Figure 16, 1999 *Affordable Monthly Rent by Household Size in San Francisco*, illustrates the current guide provided by HUD to help define citywide affordability standards. The median income for San Francisco is currently estimated to be \$50,753 (compared with \$41,143 in Bayview). The chart shows the maximum a household should be paying for rent as a percentage of income. There are few units that exist in the market that serve any size household making less than 80 percent of median.

There is currently a deficit of at least 15,000 affordable housing units in San Francisco and most existing developments have multi-year waiting lists.¹⁸ For the most needy, HUD-provided Section 8 vouchers provide the only option. These vouchers can only be used for a certain number of units in the City. Over time, there are fewer units every year that accept these vouchers for payment and as many as half go unused for this reason.

Rents are generally lower in Bayview compared to the City as a whole: a three-bedroom flat currently rents for an

Figure 16: 1999 Affordable Monthly Rent by Household Size in San Francisco

<i>Persons in Household</i>	<i>25% of Median</i>	<i>30% of Median</i>	<i>50% of Median</i>	<i>60% of Median</i>	<i>80% of Median</i>	<i>100% of Median</i>
1	\$316	\$380	\$634	\$760	\$1,014	\$1,268
2	\$363	\$435	\$724	\$869	\$1,159	\$1,448
3	\$408	\$489	\$815	\$978	\$1,304	\$1,629
4	\$452	\$543	\$905	\$1,086	\$1,448	\$1,810
5	\$489	\$586	\$978	\$1,173	\$1,564	\$1,955
6	\$525	\$630	\$1,050	\$1,260	\$1,680	\$2,100
7	\$561	\$674	\$1,123	\$1,346	\$1,795	\$2,245
8	\$598	\$716	\$1,195	\$1,434	\$1,911	\$2,389

Source: U.S. Department of Housing and Urban Development, 1999.

average \$1,495 compared to the same amount for a one-bedroom apartment without the same amenities in most San Francisco neighborhoods.¹⁹ Even so, most monthly rent amounts that are currently available are not affordable to persons earning between 25 and 60 percent of the adjusted median income (AMI) in Bayview Hunters Point. To some degree, the comparatively lower median rent prices seen in Bayview Hunters Point reflect the number of publicly assisted and subsidized homeownership units in the area. Residents are extremely concerned about maintaining existing levels of affordability for these units. There are now seven rental and cooperative developments providing 3,000 total units on Hunters Point Hill that are now on annual extensions of their federal Section 8 contracts.

New housing in the community – for the community – will likely involve both economic gaps (the subsidy amount needed by developers to make up the difference when building costs exceed values supportable by market-rate rents and/or sale prices), and affordability gaps (the amount required to help a resident when market-rate housing costs exceed incomes). Most of the new additions to the housing stock during the 1980s and early 1990s were “affordable” or subsidized units. Since then, new housing built in or near the Bayview Hunters Point community has been market-rate units that few residents can afford to rent.

As we shall explore in more detail in Chapter 4, the community wants to retain residents while providing for a range of household incomes in new housing developments in order to maintain economic diversity. There are numerous parcels offering opportunities to build both affordable and market-rate housing of various types. As seen in Map 7: *Vacant Parcels in Bayview Hunters Point*, of the approximately 9,000 parcels of land within Bayview Hunters Point (excluding the Shipyard), nearly 10 percent are vacant. Several parcels provide excellent opportunities for new development without requiring the removal or displacement of existing buildings, businesses, or housing.

With the extreme shortage of affordable housing in San Francisco and surrounding areas, there will be an additional focus placed on the Bayview Hunters Point community and the adjacent Shipyard. Ongoing Housing Committee meetings of the PAC will help further define what type and where new housing should be built. In addition, the *Year 2000 Census* will provide more detailed studies of residents’ needs. This will better determine targeted levels of costs, subsidies, and financing options for new ownership and rental housing.

THE INDUSTRIAL MARKET

Traditionally, Bayview Hunters Point has been a place for industry, including a large portion of the City’s stock of heavy industrial buildings. Today, while the economic base of the area is more diversified, most of the jobs in Bayview Hunters Point are in business sectors that are typically located in industrial buildings. Industrial land uses include warehouse and distribution, light and heavy industrial, office, and research and development. These areas are concentrated in the northwestern portion of the community, along the water’s edge, near Yosemite Slough, and along the 101 corridor in a larger market area defined as the Northern Peninsula Market Area which includes industrial space located between the South of Market area and the South San Francisco/SFO Airport area.

Between 1970 and 1990, San Francisco steadily lost industry that migrated to outlying communities, particularly to the East Bay and the North Bay, and often to other countries as labor costs were much cheaper outside of the United States. The closure of the Hunters Point Naval Shipyard in 1974 was a visible symbol of this declining industrial base and subsequent loss of blue-collar jobs for San Francisco and Bayview Hunters Point.

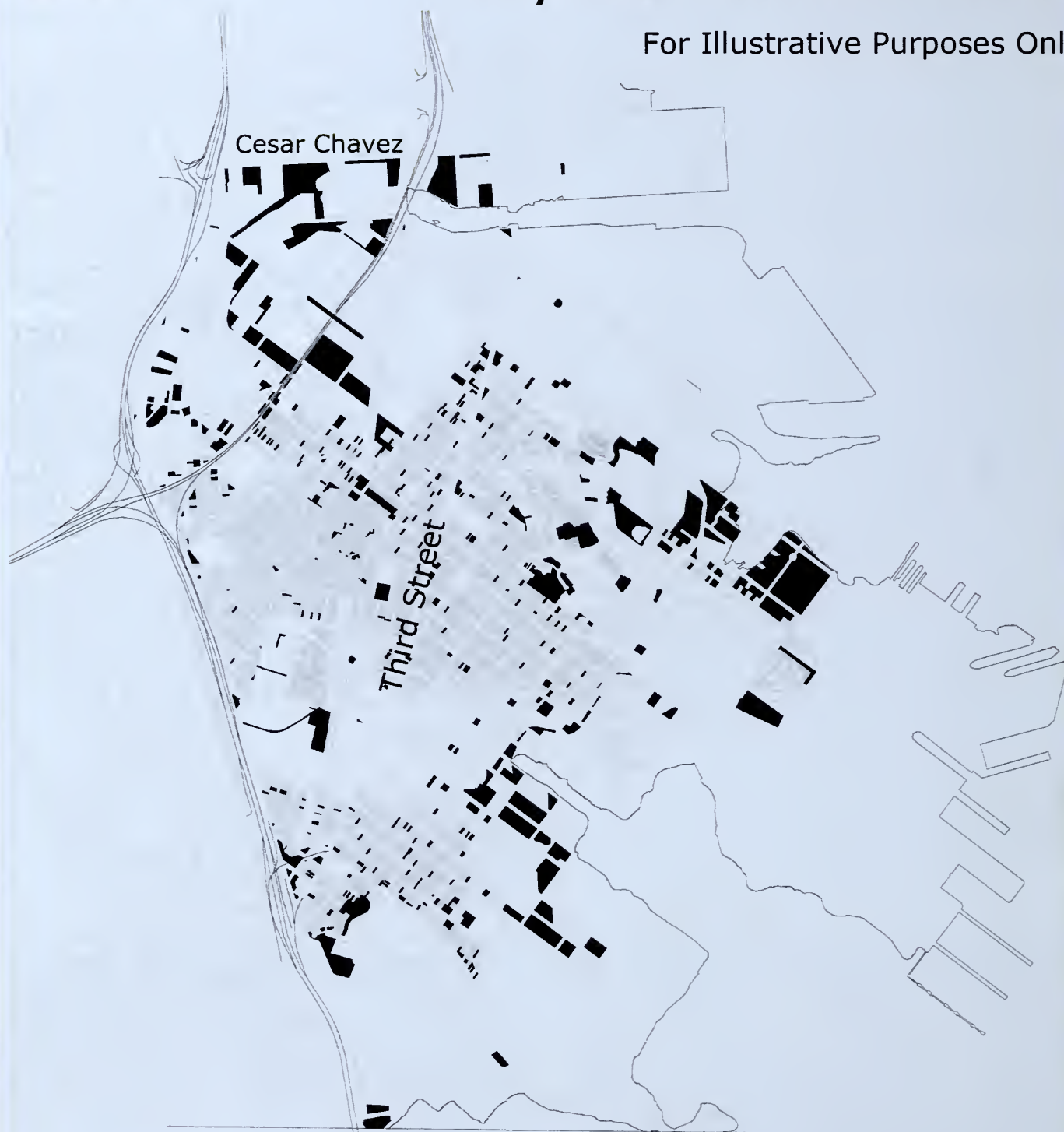
Current market conditions are in total contrast to past trends. With the end of the recession and the resurgence of the Bay Area economy in recent years, there are indicators that show that the number of jobs in Bayview Hunters Point is increasing. In 1995, there were an estimated 31,400 jobs in Bayview Hunters Point, almost half (45 percent) in the wholesale trade, manufacturing, and services sectors. Of that total, approximately 66 percent were in businesses located in the northwestern industrial area or near the India Basin Industrial Park. Assuming build-out of vacant industrial land and strong regional growth into the next century, the Association of Bay Area Governments (ABAG) projects that by the year 2015, there will be approximately 41,000 jobs in the community, an increase of almost 30 percent.

Regionally, the demand for industrial space far exceeds the available supply. Strong demand generated by the nation-wide economic recovery and expansion, coupled with years of virtually no new construction, has led to extremely tight market conditions for industrial uses. In stark contrast to the early 1990s, there is little vacant space available in the market area today. In response to the need to retain industrial areas crucial to the local needs of San Francisco, a protective zoning ordinance for industrial land was created in 1997. Within Bayview

Map 7

Vacant Parcels in Bayview Hunters Point

For Illustrative Purposes Only



Source: San Francisco Planning Department, 2000
Map not to scale

Map 8

Industrial Protection Zones in Bayview Hunters Point

For Illustrative Purposes Only



Source: San Francisco Planning Department, 2000
Map not to scale

Hunters Point, several districts are now covered by the ordinance, seen in Map 8, *Industrial Protection Zones in Bayview Hunters Point*.

Within San Francisco, pressure for conversion of traditional industrial space in the South of Market area to other types of land uses has led to increased demand for industrial property in Bayview Hunters Point. In response to market pressures, industrial rents are rising and most vacant space in suitable condition for near term use is being absorbed at a rapid pace. Vacancy rates for industrial products declined by half to a low of 6.9 percent between 1995 and 1996 alone and demand has remained strong. Based on anecdotal information provided by real estate industry analysts, South of Market vacancy rates were less than 0.5 percent in 1999 and approximately 1.75 percent in the southeastern portion of the City.²⁰ Absorption times are averaging only one to two months for the limited amount of high quality industrial space that becomes available for lease.

Modern standards for larger ceiling heights, greater truck access and turn-around capacity, and additional and larger loading docks are some of issues relative to the existing older industrial buildings in Bayview Hunters Point. Most industrial buildings in the area are older and not fully compatible with current industrial market needs while conditions in the wider market area are characterized by little available land for new development. Most recent industrial development consists of infill metal buildings in the 5,000 square foot range and there has been no major industrial development since the Redevelopment Agency sponsored the creation of India Basin Industrial Park 20 years ago.

The most crucial discussion for the community surrounding industrially zoned land is the new emergence of high tech firms and the pressure to convert traditional industrial buildings. The existing redevelopment areas currently exclude office uses; many high tech firms are basically office land uses and cannot locate in these industrial parks. However, amendments may be made to open specific buildings to high tech offices. Careful deliberation about the conversion of existing buildings and new development throughout Bayview Hunters Point to include high tech businesses will dominate future planning efforts. Within this *Revitalization Concept Plan*, basic principles guiding local employment development and job training are discussed, while specific areas defined as major opportunity sites are explored.

THE RETAIL AND COMMERCIAL MARKET

For the last six years, the country and especially the San Francisco Bay Area has been on an economic upswing of historic proportions. At present, there are signs that the pace of economic growth will continue to increase steadily, but at a significantly slower rate than during the last few years. Much of this slow-down is locally attributable to the housing shortage.²¹ Meanwhile at the national level, inflation has been kept at a thirty-year low and there is no reason to believe this will change dramatically in the near future.

While the residents of Bayview Hunters Point have done better individually, the retail and commercial health of the community has not prospered. Today, while many retail districts in other San Francisco neighborhoods are thriving, retail and commercial service businesses on the Third Street Corridor continue to experience difficulty despite the growth in population and income over the last two decades.

There are three areas of existing conditions for study relative to planning for the economic revitalization of Bayview Hunters Point: 1) the spending power, patterns and needs of the community, 2) an understanding of the current local physical marketplace setting, and 3) the identification of potential for new types of retail and commercial development in order to revitalize Bayview Hunters Point.

Spending Power, Patterns and Needs of the Community

In 1996, research showed that at least 50 percent of the total retail dollars spent by residents and employees in the community went to commercial retail businesses outside of Bayview Hunters Point. This is detrimental to the community in many ways: loss of taxable revenue that benefits the area directly, loss of jobs for local residents, and a lack of business investment to entrepreneurs who wish to establish local businesses but cannot attract capital.

Based on typical retail spending patterns and the estimated per capita income of the community, spending power in the range of over \$195 million dollars was identified for selected categories of commercial retail goods in 1996. These conservative estimates, based upon calculations made when the Bay Area was just coming out of the economic recession, equate to at least \$89 to \$110 million dollars being spent by residents and workers in other neighborhoods and communities at a variety of stores we will examine in some detail.²² This money is

being spent outside the community because the needed stores and businesses have not been built in Bayview Hunters Point, and those that exist do not adequately serve the needs and preferences of the community.

Projections for the year 2005 are shown in Figure 17: *Estimated Future Community Buying Power/Retail Sales Leakage*. The term "retail leakage" is generally defined as the amount of potential retail sales in a trade area that is not captured by stores within it and lost to stores outside the area. Each retail category is broken down to types of stores with the amount of potential expenditure by the community paired with estimated sales for existing local businesses, with the difference shown as leakage. The total leakage for all categories has been estimated to be \$112.9 million, with the greatest amount of lost sales in general merchandise, food stores, and eating and drinking places.

There has been no research done to date that identifies specifically *where* residents are spending money that would otherwise be spent at local businesses. During community workshops, participating residents indicated they bought many goods either in downtown San Francisco or in shopping centers located to the south. Other workshops have revealed that Latino residents patron-

ize businesses in the Mission District while Asian residents go to Chinatown or as far as the Richmond District for the goods and services they need.

In all community workshops and other public comment gathering, the community has strongly expressed their desire and need for more full-service grocery stores, farmer's markets offering fresh produce and ethnic foods, specialty eating establishments, entertainment venues (movies and sports-related facilities), and general merchandise outlet stores. Also discussed by the community in some detail is the desire for a pedestrian-friendly shopping district serviced by mass transit yet with sufficient parking, offering a full range of goods and services in a central location.

Most residents expressed a concern about chain stores, especially fast food venues. There is a fear that these franchises and chains will push out the few existing resident-owned small businesses, have a negative effect on larger local retail commercial businesses, and prevent the growth of new local "mom and pop" stores or restaurants. Another major issue about chain stores and franchises is their lack of ethnic or local character, and lack of connection to the community in which they do business. However, the community would like to see some of the better large-scale "value" outlets located here, as

Figure 17: Estimated Future Community Buying Power/Retail Sales Leakage

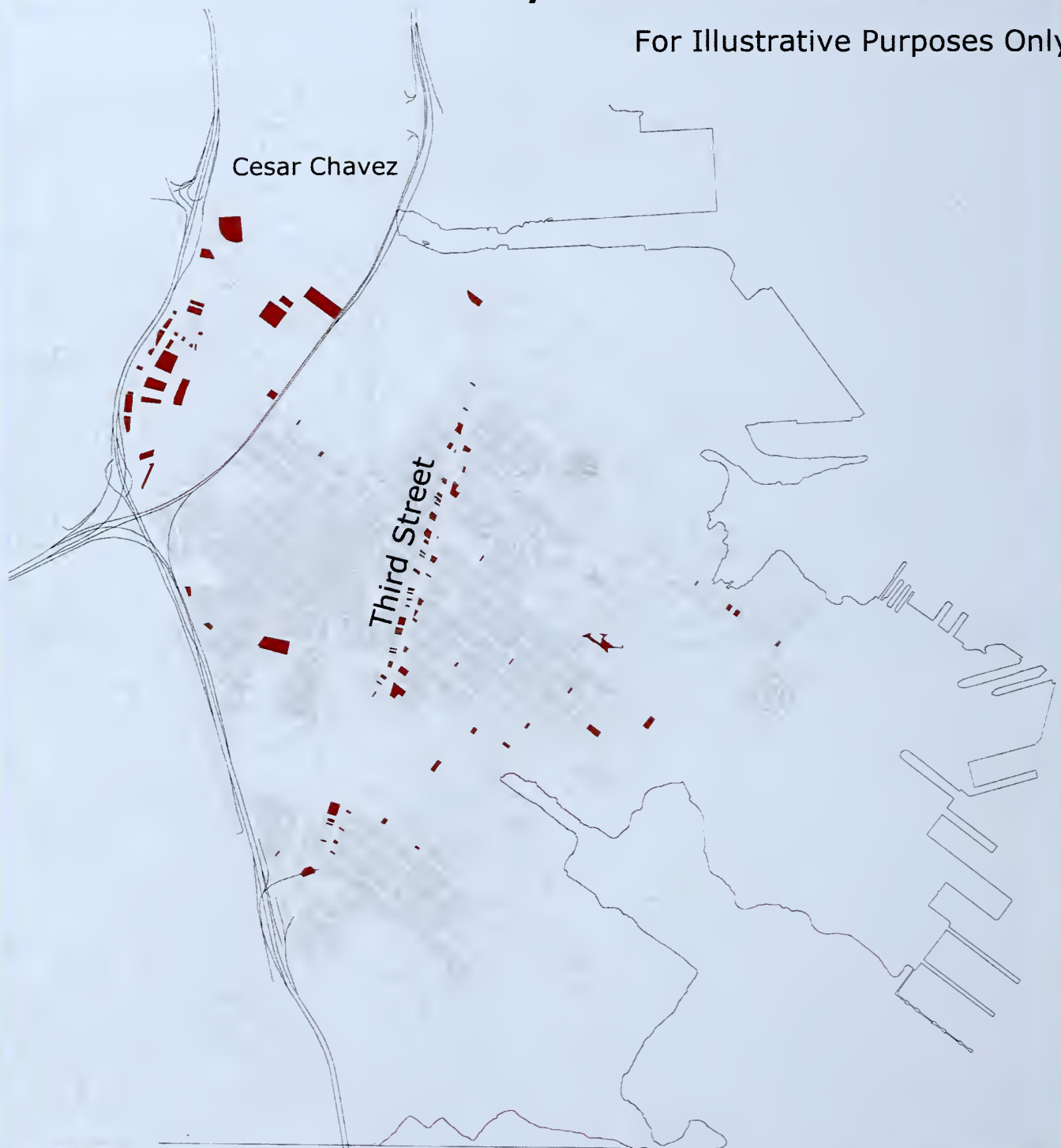
<i>Selected Retail Categories</i>	<i>Estimated Total Expenditure Potential by Community</i>	<i>Estimated Sales within Community</i>	<i>Estimated Sales Leakage</i>
Convenience Goods			
Drug Stores & Liquor Sales	\$14,600,000	\$18,692,000	(\$ 4,092,000)*
Food Stores	\$66,790,000	\$35,820,000	\$30,970,000
<i>Subtotal</i>	\$81.4 million dollars	\$54.5 million dollars	\$28.9 million dollars
Comparison Goods			
Apparel Stores	\$ 9,340,000	\$ 3,626,000	\$ 5,714,000
General Merchandise	\$35,030,000	\$ 5,986,000	\$29,044,000
Home Furnishings & Appliances	\$ 8,170,000	\$18,239,000	(\$10,069,000)*
Building Materials	\$11,090,000	\$ 9,276,000	\$ 1,814,000
Specialty Stores	\$26,860,000	\$11,664,000	\$15,196,000
Additional Sales to Area Workers	\$17,090,000		\$17,090,000
<i>Subtotal</i>	\$107.6 million dollars	\$48.8 million dollars	\$58.8 million dollars
Other Retail Goods			
Drug Stores & Liquor Sales	\$56,550,000	\$17,132,000	\$39,418,000
Food Stores	\$ 9,250,000	\$ 4,531,000	\$ 4,719,000
Apparel Stores	\$37,772,000	\$37,722,000	(\$16,962,000)*
<i>Subtotal</i>	\$86.6 million dollars	\$59.4 million dollars	\$27.2 million dollars
Totals	\$277.6 million dollars	\$162.7 million dollars	\$114.9 million dollars

Source: Association of Bay Area Governments & Keyser Marston Associates, Inc. 1996 Bayview Hunters Point Leakage Analysis (amounts expressed in 1999 dollar values). *Figures with star indicate these amounts are sales to non-residents from outside the community.

Map 9

Retail Land Uses in Bayview Hunters Point

For Illustrative Purposes Only



Source: San Francisco Planning Department, 2000
Map not to scale

long as they act as anchors for the small businesses they want established in Bayview Hunters Point.

The key to the community's preferences is having a variety of goods and services to choose from, the support of locally-owned businesses, and a balanced approach to development; all tailored to serve local, ethnically diverse retail commercial needs and desires.

The Current Local Physical Marketplace Setting

There are two major existing retail corridors with marketplace centers in the community and a number of smaller commercial areas (Map 9: *Retail Land Uses in Bayview Hunters Point*). The first and most important is along the Third Street Corridor, running the length of Bayview Hunters Point and through its center. The second is the Bayshore Boulevard Corridor on the far western periphery of the community. Each of them has very different "personalities" and types of business located along them.

The shopping environment along Bayshore Boulevard is characterized by an automobile orientation, with large-scale stores separated by large surface parking lots. Of the total taxable sales in the entire community during 1997, nearly 60 percent was in two categories: major retail outlets and building materials. A high percentage of these sales are associated with retail establishments located along Bayshore Boulevard including Goodman's Lumber, Smart and Final, and Office Max — all drawing heavily from beyond the Bayview Hunters Point community.

The most important local shopping area is located along the Third Street corridor, interspersed along a 30-block stretch running north to south through the center of the community. The most concentrated retail area is within the Town Center: a nine-block shopping district characterized by smaller neighborhood retail uses including restaurants, package liquor stores, beauty salons and barber shops, dry cleaners and fast food outlets. Many small businesses are locally owned, "mom and pop" operations. Interwoven throughout are social service offices, churches and civic facilities. On the north end of this core area is Bayview Plaza, a fairly new shopping center anchored by Walgreen's with upper-story office space.

Third Street was the center of commerce during World War II, but afterwards declined precipitously through population loss once the Shipyard was closed, coupled with poor maintenance of infrastructure and commercial disinvestment. The corridor currently experiences a self-defeating

circle of "retail leakage," with large amounts of potential business support lost due to a combined lack of retail services and outlets for area residents or workers combined with a lack of financial support for local ownership. This points to the need for breaking the cycle by linking potential business to necessary loans and the support of lenders in the banking and finance industry.

The poor performance of retail commercial businesses is primarily due to a lack of what is called "synergy" in economics. Synergy is where complementary businesses cluster in an identifiable district and support one another through proximity and the range of business types available to the shopper. The most successful retail districts have this clustering of businesses, a well-appointed public environment of streets and sidewalks, and a marketable identity created by pedestrian-oriented and shopper-friendly amenities. Retail uses in the heart of Bayview are scattered and vacant storefronts are common. Historically, the east side of Third Street has always been weak because of this physical scattering of businesses. Overall the corridor experiences poor business retention due to uncoordinated marketing efforts and a poor image, the dearth of larger anchor stores, and general lack of physical synergy in the retail district.

Many of the buildings along the Third Street Corridor are two or three-stories with varying heights and façade treatments, typically of Victorian or early 20th century vintage. Though they lend a distinct urban design identity to the corridor, they have been ill maintained and some remodeled inappropriately. Pedestrian amenities are lacking and there is little to draw patrons from their cars. However, opportunities abound for creative infill development, storefront and façade improvements, and the creation of a vital and beautifully conceived public street environment.

The lack of a distinct and positive marketable identity for the retail commercial district along the Third Street Corridor can be realized by drawing upon the rich history, ethnic diversity and civic traditions of the community surrounding it. There is an existing framework of public institutions and local businesses to build upon with programmatic planning, physical rehabilitation and commercial investment to create new neighborhood-serving retail and restaurants. The corridor is currently well-served by bus transit and light rail is planned for the length of Third Street, offering a significant opportunity to revitalize the Town Center and provide a cultural heart for community residents and visitors.

Figure 18: Potential Recapture of Sales Leakage on Third Street in 2005

<i>Selected Retail Categories</i>	<i>Estimated 2005 Sales Leakage (millions)</i>	<i>Estimated Potential Recaptured Sales (millions)</i>	<i>% Leakage Recapture</i>	<i># of Stores</i>	<i>Type & Typical Square Footage of Stores</i>	<i>Estimated Total Sq. Ft. of New Retail</i>
Food Stores	\$31.0	\$18.4	59%	4+ (or) 1 - 3	Minimarts, Small Markets: 1,000 – 5,000 sq ft Mid- to Large Grocery Store: 20,000+ sq ft	15,000 40,000
General Merchandise	\$29.0	\$5.2	18%	5+ (or) 1 - 2	Small Stores: 1,500 – 3,000 sq ft (or) Mid- to Large Stores: 10,000 – 20,000+	21,000
Eating & Drinking	\$39.4	\$11.8	30%	8+ (or) 3 - 8	Small Restaurants: 2,000 – 4,000 sq ft Mid- to Large Restaurants: 5,000 – 10,000 sq ft	20,000 20,000
Specialty Retail	\$15.2	\$4.6	30%	4 – 12 (or) 2 - 6	Small Stores: 1,500 – 3,000 sq ft (or) Mid-Size Stores: 3,000 – 6,000+ sq ft	18,000
Totals	\$114.6	\$40.0	35%	Estimated Total Sq. Ft. of New Retail		134,000

Source: Association of Bay Area Governments & Keyser Marston Associates, Inc. 1996, Bayview Hunters Point Leakage Analysis

Despite the needs identified in this review, existing retail commercial businesses that survived the economic recession or were recently built in the community have prospered with the resurgence and growth of the local economy. According to 1996 data from the State Board of Equalization, taxable sales for selected store categories for businesses within Bayview Hunters Point increased approximately 16 percent in only two years, from 1994 to 1996. This growth trend has continued to the present day. Most of these increases were in the categories of drug and food stores, eating and drinking establishments, and auto-related service station business.

Potential for New Types of Retail and Commercial Development

Bayview Hunter Point's leakage equaled over \$100 million dollars based upon estimates conducted four years ago. Of this total estimated leakage in sales, approximately \$21.2 million was in potential food sales, \$13.7 million in potential general merchandise sales, \$33.8 million in potential eating and drinking sales, and \$10.6 million was in specialty retail goods sales — a total of at least \$79.3 million in these categories alone.²³ These amounts increase dramatically when looking 2005 projections.

The potential to create new businesses that serve the needs of the community and recapture lost sales are shown for the year 2005 in Figure 18: *Potential Recapture of Sales Leakage on Third Street in 2005*. The four major categories of businesses most lacking in the community are shown with 2005 estimated retail leakage, potential recapture

amounts, number of new stores that could be supported by these sales amounts, and accompanying information about typical store sizes. The recapture percentage goal of 35 percent is very reasonable and conservative.

This information is extremely useful in understanding what new development can be planned for immediately and can act as an inducement to lenders who have been less than supportive of new retail commercial investment in Bayview Hunters Point. Based upon industry standards and research done to date, recaptured leakage would support at least 85,000 square feet of new retail space today and 135,000 square feet in five years. This translates into filling both sides of five to six blocks with commercial activity by 2005, focusing upon the Third Street Corridor. New businesses would include department stores and general merchandise outlets of varying size and type, drugstores, home furnishing stores, full-service grocery stores, eating and drinking establishments, and specialty retail stores and businesses.

It is clear that despite its many challenges, the people of Bayview Hunters Point are very optimistic about the future of their community and are excited about fostering the changes that will improve the quality of life here. The next steps for directing community-based revitalization requires an understanding of how the new must be built upon what is currently valued, supporting and respecting the existing strengths of Bayview. The next chapter of the *Revitalization Concept Plan* explores unifying characteristics and traditions defining the unique sense of place experienced in Bayview Hunters Point. ■ ■ ■

CHAPTER NOTES

- ¹ Albert S. Broussard. *Black San Francisco: The Struggle for Racial Equality in the West, 1900 – 1954*, University of Kansas Press, 1993. This insightful and deeply researched book provides many insights in African American history and experience; it is highly recommended to the reader.
- ² Gunter Barth, *Bitter Strength: A History of the Chinese in the United States*, Harvard University Press, 1964.
- ³ "Photographing the Second Gold Rush," *Dorothea Lange and the Bay Area at War, 1941 - 1945*, Charles Wollenberg editor, 1995.
- ⁴ Projections provided by the *Association of Bay Area Governments (ABAG)* 1999, show approximately 31,600 residents, though estimates run as high as 37,000.
- ⁵ Stanton I. Jones. "Decolonizing Landscape Architecture: Multiculturalism and the Landscape of Future Possibilities," from *Design for Change: Vision, Value, Community*. (Cheryl Wagner, ed.) Washington, D.C.: American Society of Landscape Architects, 1996.
- ⁶ All projections are based upon the *Association of Bay Area Government's (ABAG)* "Projections 2000" publication.
- ⁷ Note that only three-quarters of people filling out Census information noted their ancestry.
- ⁸ Refer to Pittman & Hames Report, *Working Paper #6*, produced for SF Muni Third Street Light Rail Project 1998.
- ⁹ "Proposal for Enhanced Teen Services at the SFES Educational Youth Development Center," *San Francisco Educational Services Report*, 1999.
- ¹⁰ Ibid.
- ¹¹ Economic Revitalization Strategies Report Working Paper #6, *ICF Kaiser, et al*, January 1998.
- ¹² *Projections 2000*, Association of Bay Area Governments, 1999.
- ¹³ *Bay Area Cost of Living Report*, Budget Project Research Group, November 1999.
- ¹⁴ Ibid.
- ¹⁵ Bay Area Economics, 2000.
- ¹⁶ Bay Area Council and Census, 1990.
- ¹⁷ The area defined by HUD to calculate median household income in San Francisco includes Marin and San Mateo counties, resulting in higher median income standards than San Francisco's median income alone.
- ¹⁸ Mayor's Office of Housing, 2000. Note that many lists are closed and no longer accepting new names. This fact downplays the immense number of persons who excluded from affordable housing estimates.
- ¹⁹ *Metrorents* rental listings, March 2000.
- ²⁰ Reference is made to several leading real estate websites providing information for the last quarter of 1999.
- ²¹ Numerous organizations and groups have come to this same conclusion during the course of planning studies conducted 1998–2000, including the *Association of Bay Area Governments*, *SPUR*, and *Silicon Valley Manufacturing Group*, among others.
- ²² Calculations based on 1996 data provided by the Association of Bay Area Governments and Keyser Marston Associates, Inc. have been expressed in estimated 1999 dollar amounts for this report.
- ²³ Ibid.



STABILITY



CHAPTER 3.

Building on Our Strengths



Area youngsters participating in an environmentally focused field trip sponsored by Literacy for Environmental Justice (LEJ) at Heron's Head Park. Courtesy Port Authority of San Francisco.



CHAPTER 3

BUILDING ON TODAY'S STRENGTHS FOR A VISIONARY FUTURE

The most important aspect of the *Bayview Hunters Point Revitalization Concept Plan* is its emphasis on the community's voice articulating a comprehensive vision of the future. This future is based firmly upon present strengths while also respecting the past. During the course of community outreach activities, residents have established their goals to resist displacement, retain and strengthen cultural traditions, honor the past, and enhance the unique character of Bayview.

Major aspects of the community's history and demographic make-up, along with an understanding of the natural resources and the economic forces shaping the community, have been examined and documented in the previous chapter. The next step is to examine community strengths and challenges, identify resources to meet needs, define the community's form, and give voice to community views that together set the stage for revitalization programs and projects created through the community planning process. By focusing upon the strengths of positive elements related to existing community resources and traditions, and building intelligently upon them, plans will be meaningful and empowered.

This is not only the overwhelming will of the community, it is an approach that makes *practical* sense. Growth cannot be directed from outside the community and expect success; development must be sensitive to cultural traditions, build upon valued resources, and engage residents through inclusionary policies and processes. This is the ultimate vision of a revitalized Bayview Hunters Point.

UNIFYING CULTURAL TRADITIONS

The greatest strength of this community is the people themselves. While culturally diverse, Bayview Hunters Point is home to the largest African American community in the City. The desire to be inclusive is balanced by the need

to celebrate unique cultural qualities and histories of this diverse community. A means for achieving this inclusive societal goal is understanding what is held in common by residents while creating an arena of respect for differences.

Political Activism

One supremely important value held in common by members of the community is the desire to be a stakeholder, having a place to call home and opportunities for both personal growth and family well-being. One of the greatest resources of Bayview Hunters Point is the political



Celebrating black history at the Bayview Opera House. Courtesy Bayview Opera House Ruth Williams Memorial Theatre.

activism of the community. Bayview is a place where neighbors very actively engage other neighbors and work towards resolving issues to attain common goals. This is often difficult in communities of color where resources have been scarce. In this realm, inclusive *processes* are as important as specific revitalization programs or projects. The PAC has dedicated itself to the hard work of gathering the people of Bayview Hunters Point together and finding ways to build upon unifying cultural traditions.

Gathering

A major aspect of community-building is the importance of gathering places that provide centers for congregation, interaction and play. Every healthy community needs rituals to unite and celebrate their being. Current traditions of gathering in Bayview Hunters Point include the annual Sojourner Truth Third Street Faire, Unity March, and Earth Day celebration; plays and musical performances at the Bayview Opera House; church and gospel singing performances; and many block parties bringing neighbors together. Members of the community have strongly voiced their desire for the addition of meaningful parks, plazas and cultural centers that provide meeting and recreational opportunities for young and old alike. There is also a unified community voice requesting the enhancement and development of maintenance programs for existing public spaces. Developing public resources for unifying activities like active sports and outdoor events also ranks very highly for residents.

Artistic Expression

Combined with the desire to foster interaction within the community is the goal of providing opportunities for cultural expression through the arts. Residents have called for arts-based programs and projects as one means for revitalization and unification. Positive community identity and civic pride is fostered by physical public artworks. Performance-based art provides opportunities for both collective and individualized cultural expression. The arts also allow each cultural group to build meaningful ties while learning about others and memorializing history. An African American artists community is established in the area and can be brought into future projects for these purposes. Many churches also have art programs, especially engaging youth.

The strong presence of existing murals on public buildings celebrates the past and present in a rich and powerful manner. Public art that connects people to place — especially historical or environmental artworks — enriches the every-



Budding young artists show off their artistic talent as part of the Children's Mural Project at the Bayview Opera House. Courtesy Bayview Opera House RuthWilliams Memorial Theater.

day environment and imbues it with meaningful, unifying stories for the people who call the community their home. Artistic performances, such as voice performances and dance, provide windows to each culture's celebration in a way that brings diverse communities closer together. New seasonal public gatherings, and venues for public sculpture and art are all very important modes of expression desired by Bayview Hunters Point residents.

Spirituality & Faith

Faith-based traditions are also strong in Bayview Hunters Point. There are numerous churches and faith-based institutions, often with long histories of civic activism, located throughout commercial and residential areas. These institutions provide cohesiveness and leadership. They restore faith and courage in people's hearts for a brighter future. As these traditions act to strengthen the resolve necessary to rebuild a sense of community in people's hearts, they must be strengthened in turn through their involvement in revitalization processes.

Only recently have local governments recognized the powerful force that faith-based institutions provide to revitalization, especially in communities of color. In terms of



Historic neighborhood church and gathering place.

planning for the future, creating housing partnerships, sharing facilities, and linking open spaces to religious institutions is desired. Also important is utilizing them as a communication resource to energize people with the vision of a revitalized future.

Community Service

This community, characterized by families, children and elders, places great importance upon building the capacity of existing programs that serve Bayview Hunters Point. Churches in this community have long offered strengthening programs that help individuals and families. There are also numerous service providers in the City offering programs in health, education, training, and other needs. Over 20 are community-based institutions located in Bayview Hunters Point. One avenue for revitalization is strengthening these programs, creating central facilities that bring

them together and help them share resources to serve the community in a more powerful way. The presence of these institutions is not enough: outreach to those most in need and engagement of residents as mentors or volunteers is necessary to create a unifying force.

Environmental Awareness & Activism

Another value held in common is human and environmental health. Bayview Hunters Point has for far too long borne a disproportionate burden of environmental hazards and impacts that have compromised the health of its residents. Fighting against polluting industries and the dumping of toxins into the local environment has brought this community together in a powerful way. Community leaders have pushed for the removal or mitigation of polluting industries and public facilities located in the Bayview. Meanwhile, numerous non-profit and community-based organizations have worked long and hard to respond to peoples' concerns, help educate them about the effects of toxins in their environment, and organize them politically. Strong advocacy exists for community gardens and public markets that provide fresh food, an opportunity to reclaim fallow land to productive purpose, and strengthen the ties of neighborhoods — especially youth — to the environment. It is imperative that new development projects coordinate with leaders and community groups working today to address these issues. The existing *Sustainability Plan* for the City of San Francisco provides a framework of ecological values for new development and continued environmental clean-up efforts throughout the community.

Cultural Diversity & Commonality

The African American community in Bayview Hunters Point has reached consensus about building identity into the commercial district by emphasizing its history and the arts. Many leaders have identified the creation of a central business district that builds upon African American identity as an important means for revitalization. Even while working to create an African American center in Bayview, this community values its diverse population — present and past. The unique blend of ethnic heritage that defines this community includes Italian and Maltese, Chinese and Vietnamese, Samoan and Filipino, Mexican and Puerto Rican, and all others who have lived or live here today. Each brings special stories, traditions, art, and history that enrich daily life.

Many California neighborhoods, like those in Bayview, have experienced a phenomenon of polyethnic African American-Asian neighborhoods leading to both cultural successes and conflicts. The worst cases have witnessed violence and civil

unrest when resources become scarce and disinvestment occurs. The most successful are the quiet examples seen in many Bay Area neighborhoods, especially here in the Bayview, in the Fillmore District, and in Oakland's Telegraph-Northgate and Clinton Park. The truth is that African Americans and Asians have long lived peacefully together in these same neighborhoods.

Being an American can mean feeling conflicted, requiring a balance between one's heritage and the idea of the strong individual as a member of society. Revitalization in complex communities of color requires a balance of acknowledgement of differences and commonalities, ensuring equal empowerment. Civic and communal celebrations of all commonalities and diversities are a powerful means for achieving these goals. Unifying traditions are value-based and, although diverse in their beliefs and views, all members of this community — whatever their ethnic traditions — share the desire for a clean, safe, beautiful and vital place to call home. This is the shared destiny of Bayview Hunters Point. The differences that do emerge are to be valued in themselves, celebrated as strengths in an arena of respect.



Celebrating culture at the Southeast Community Facility. Courtesy City College-Southeast Campus.

COMMUNITY FORM AS THE SETTING FOR CIVIC TRADITIONS

This segment moves from looking at civic and ethnic traditions to understanding the context of physical resources in Bayview Hunters Point. The structure of a community has much to do with how neighborhoods and neighbors relate as a whole.

Community Structure and Land Use

The Bayview Hunters Point community has many attributes of a small town that residents wish to preserve and strengthen. Map 10, *Neighborhoods and Districts*, shows the Town Center where locally-serving retail shops and commercial businesses are located along Third Street and other main streets, interspersed with civic and religious institutions. Residential neighborhoods extend from the central corridor of Third Street through a radiating hierarchy of streets that reflects the varying topography. Older industrial areas form edges to the north and east, and are also located in islands in the south-central portion of the community.

An official land use map in the City's *General Plan* guides the type of development that can occur in any section of the City. In Bayview Hunters Point, this official map closely resembles the actual patterns present in the community. As seen in Map 11, *1995 City of San Francisco Land Use Plan for Bayview Hunters Point*, the City's 1995 *General Plan* described existing land use patterns in the "South Bayshore Area" as a community with a well-defined core focused upon Third Street and with development "tending to be distributed in bands that stretch across the width of the district."

When the community's land use patterns are examined at the neighborhood scale and contemporary changes taken into consideration, these broad bands of land use are increasingly seen as a fine mosaic of residential, civic, institutional, commercial, and light industrial uses. Map 12, *Land Uses in Bayview Hunters Point*, shows how these broad land use bands are much richer in detail. The opportunity to live near one's work or access shops and services is provided by this mix of land uses in proximity to one another.

Landmarks and Historic Resources

Cultural and historic sites are the backbone of a community's physical structure. In Bayview Hunters Point in particular, these facilities are a key part of the life of the community. Historically, the Town Center area along Third



Designated Landmark No. 8 by the City and County of San Francisco, the Opera House is the sole surviving theatre of pre-fire San Francisco. Courtesy Bayview Opera House Ruth Williams Memorial Theatre.

Street has been the heart of Bayview, with the once-vital commercial district and civic facilities. Although the Town Center commercial district is in need of physical and economic restructuring, the community's greatest assets are located in its midst. Among them are the historic Bayview Opera House, the Joseph Lee Recreation Center, the Southeast Community Facility, the Anna E. Waden Library, a number of community churches and a host of non-profit organizations providing valuable services to area residents. This is a particularly strong aspect of community form that already provides a strong setting for enhancing civic traditions.

A great aspect of the community structure is the interwoven presence of historic buildings, many of which have design merit and others where important historic events and activities occurred. A significant number of these historic structures cluster in the center of the community along Third Street between Evans and Oakdale. The Bayview

Opera House is located here, one of the most important historic buildings in the community and a center of activity and pride for the community. Other notable landmarks include the Albion Springs Water Company and the All Hallows Catholic Church.

Public buildings owned by local, state or federal government are located throughout the community. Particularly important public buildings include the new Bayview Police Station, the Anna E. Waden Library and the Southeast Community Facility. Valued community institutions in themselves, elementary schools serve a variety of civic uses in Bayview Hunters Point, becoming community and recreation centers for their neighborhoods. Some city-owned lots provide opportunities for expanding the amount of open space for both schools and daycare centers where appropriate.

Residential Neighborhoods as a Community Resource

This community has the highest percentage of homeowners compared to others in the City; building upon existing assets clearly applies to stable residential areas. Bayview Hunters Point is comprised of several identifiable residential neighborhood districts with many smaller enclaves. Most notable in defining the residential geography are Hunters Point Hill, Silver Terrace, and Bayview Hill.

The larger residential neighborhoods, some named after the geography that defines them, include:

- Central Bayview
- Silver Terrace
- Hunters Point Hill
- Bret Harte/ Double Rock

Numerous smaller neighborhoods are located throughout the community. Some of these are shown in Map 10, *Neighborhoods and Districts*, though many more could be added. Along with these older established neighborhoods, emerging areas of homes are interspersed within the historically industrial district of South Basin, the growing residential area around Bayview Hill, and new housing built within Executive Park in the southern part of the community. Most new developments are not quite neighborhoods as of yet, but are beginning to form as enclaves.

To build strong residential neighborhoods, efforts must focus on: 1) reinforcing the relationship of these neighborhoods to the central heart of the community, and 2) supporting the spirit and availability of homeownership. To own a home is to be a stakeholder and participant in the civic life of a community. The community has called for

Map 10

Bayview Hunters Point Community Structure Neighborhoods and Districts



Map 11

1995 City of SF Land Use Plan for Bayview Hunters Point



GENERALIZED LAND USE AND DENSITY PLAN

	Heavy Industrial		Mixed Use, Neighborhood Commercial
	Light Industrial		Parks and Open Space
	Low Density Residential		Public Facilities
	Medium Density Residential		

Planning Department, City and County of San Francisco

new programs that provide assistance to resident owners and tenants with home preservation, rehabilitation, maintenance and ownership. As these programs work to connect residents to civic life, physical connectivity of neighborhoods to the central heart of the community and its major resources must be built into every project. The regular grid of streets provides numerous opportunities for linking open space, civic or religious institutions, and commercial districts.

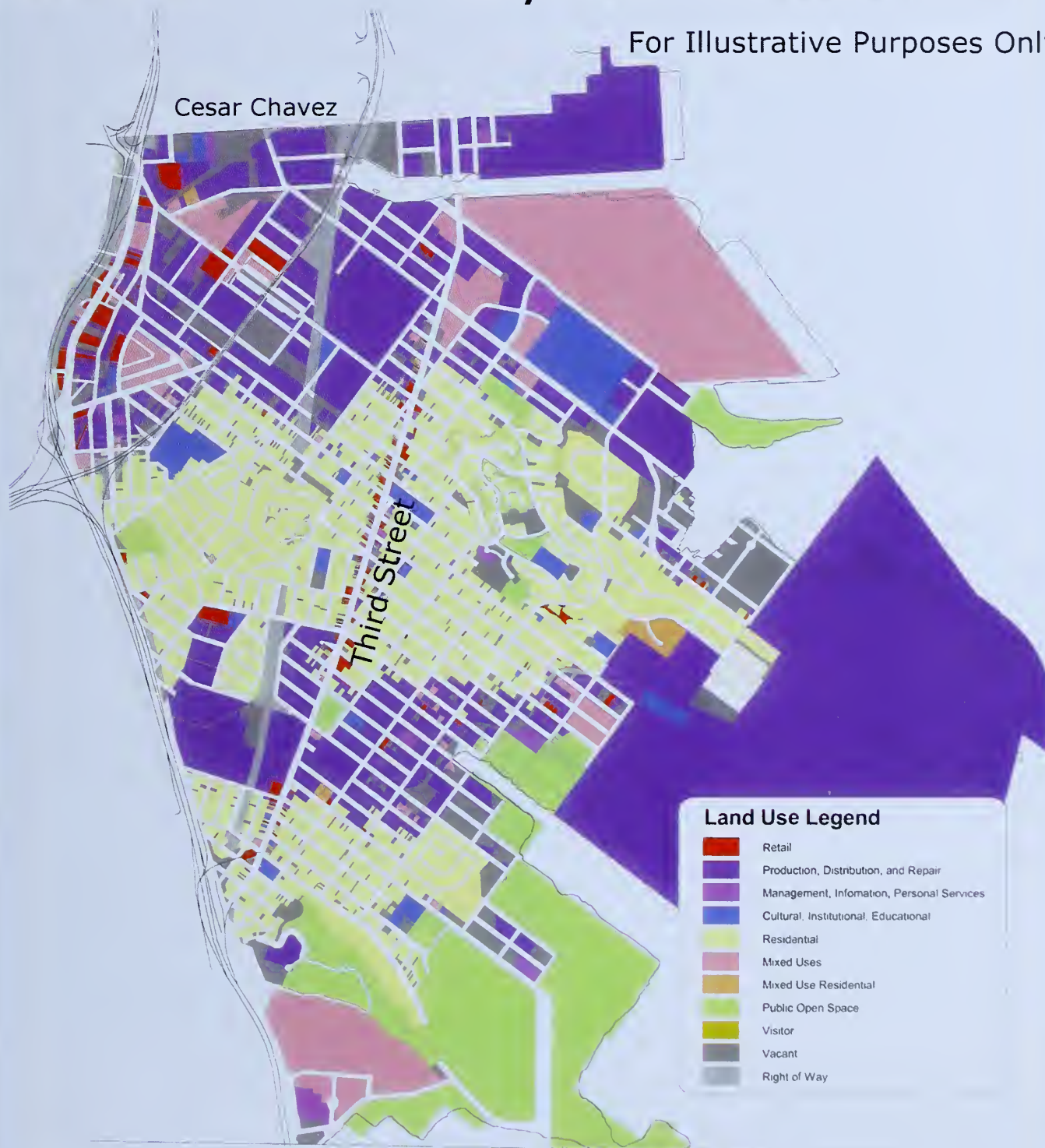
The Environment and Natural Resources

The characteristics of the natural and built landscape are another critical aspect of community form and heritage. Street tree plantings tend to include several species of magnolia, reflecting the Southern heritage of many residents. Views to the bay are provided by the varied topography, orientation of wide east-west streets, and the smaller scale of buildings near the shore. These views can be ampli-

Map 12

Land Uses in Bayview Hunters Point

For Illustrative Purposes Only



Source: San Francisco Planning Department, 2000
Map not to scale



Youth learning about Bayview's rich waterfront environment at Pier 98. Courtesy Port of San Francisco.

COMMUNITY LAND USE PATTERNS AND ISSUES FOR PROBLEM-SOLVING

The key problems with land use patterns in Bayview Hunters Point include introduction of new forms of development into the older historic framework and conflicts between industrial and residential areas, such as the barrier formed by the South Basin Industrial area isolating the southern half of the community. The Town Center and residential neighborhoods of Double Rock/Bret Harte and Silver Terrace experience heavy truck traffic on increasingly residential streets bisecting the community. Community leaders have worked with City staff to identify how these impacts can be mitigated through alternative trucking routes, traffic calming street design and the conversion of defunct facilities into new residential areas.

A major issue for community residents is the fear of displacement. As affordable housing disappears in the City at large, with families and artists displaced from the South of Market neighborhood, and newcomers to San Francisco find little in the way of rental accommodations, there will be an increasing pressure placed upon Bayview. Many older homeowners are taking advantage of the seller's market advantage to capitalize on their greatest investment: their homes.

Simultaneously, residents who have increased financial capacity have few local options available to them and may be drawn to live elsewhere. With the influx of new residents and continued need for a range of housing opportunities to retain its current residents, finding the means to provide a well-considered balance of new housing types will be one of the greatest challenges the community faces. As will be explored in Chapter 4, the community has debated how to make positive revitalization occur without causing the negative aspects of gentrification.

Another challenge related to outside forces affecting the community has to do with multimedia or "new media" businesses seeking to locate along the Third Street corridor or in the India Basin Industrial Park. On one hand, computer-based businesses meet the goals of non-polluting business development. However, many residents have expressed the desire to retain a traditionally industrial job base, including smaller industry and crafts-based businesses. Building an infrastructure to support computer-based businesses is possible in conjunction with the Third Street Light Rail Project underway by Muni. Getting actual residents connected to the wealth of information and economic opportunities associated with new media businesses is another

fied through additional urban design elements including tree plantings, while the typically wide right-of-way of streets provide ample opportunities for enhancing pedestrian and public space where children already play and adults visit neighbors.

Features of landscape itself are valued community landmarks. Double Rock is named for the two rock projections in the bay that give the southern part of the community its name. Unfortunately, the signature rock formation called the Candlestick that gave its name to the stadium was blown up with dynamite to enlarge the Navy's ship operations in the 1940s. The existing waterfront parks, historic neighborhood parks and undeveloped hill areas provide a visual and experiential structure of natural open space that is a priority for preservation and enhancement. Open lots and vacant properties within the community could provide greenways and community gardens. Additional landscaping can help offset carbon dioxide emissions, mitigate pollutants and absorb stormwater runoff, especially as new development occurs.

THE "VOICES OF HOPE" SURVEY

DURING THE COURSE OF 1998 AND EARLY 1999, members of the community and local leaders shared their thoughts and visions for Bayview Hunters Point during interviews with participants of *"The Hunters Point Environmental Health Project."*¹ These were published in 1999 as *"Voices of Hope, Dreams of a Community: A Dialogue in Progress."* The following are excerpts from that document, reorganized into important topics for the *Revitalization Concept Plan*.

COMMUNITY IDENTITY & CREATING A SHARED COMMUNITY VISION

"The key is to focus folks on the whole through their parts; this is crucial to having a shared community vision."

"At bottom is the issue of power to the people. I want people to know they can accomplish change."

"We need to put energy into community renewal to encourage people to celebrate their cultures. We need social events that will bring people together."

"We need to find ways to deal tactfully with the Mayor and bypass the stereotypes of Bayview Hunters Point facing us. Our strategies have to address all our programs and not just one issue."

"There's never been one homogeneous group within the community. When it was known as 'Butchertown,' it was mainly Italian. Now it's majority African American, but there are other ethnic groups present."

"The various organizations in Bayview Hunters Point should come together in an umbrella organization or coalition of all community groups. Groups could send one or two representatives to come together and create a shared vision and, as a coalition or umbrella group, plan Bayview Hunters Point's future."

"Groundwork needs to be done to prepare individuals for leadership."

"I would look for a bigger plan to address Bayview Hunters Point as a whole. We could begin by doing planning exercises, looking at the actual physical environment... We need to start asking: 'Where do we want our hospital, our park?' There's a lot of opportunity here."

"In contrast to the history of the Fillmore and desegregation, how do we restore community while acknowledging that people are walking away? What do we do individually and collectively, given what we know about history and the current process?"

"Community input and participation are indispensable from concept to implementation, working together with a framework."

"We need to reach out and organize the community of newcomers, not any particular ethnicity, but all newcomers."

COMMUNITY ASSETS

"Bayview Hunters Point has
**location, location,
location.**

We have perennial
**sunlight, proximity
and views of the waterfront.**

This is the only available land mass—
besides some in Potrero and the Presidio—
in San Francisco."

"Churches are key
in African American communities.
Convince them something is
true and they can quickly get
information out (to the people)."

"The waterfront is Bayview
Hunter Point's major asset. We
have to protect the waterfront
and use it as a major resource
for (the community). The
waterfront provides
opportunities for everyone. The
waterfront needs to be keyed
upon by the community."



Sharing resources and information at the Third Street Faire.

"Mind and is what first makes Bayview Hunters Point a community.
The neighborhood is a different place, a way and a life difference, on weekends...
On weekdays my street is very busy. On weekends
there are children playing here, the neighborhood comes alive
in a different way."

matter altogether. All industrial and office development in Bayview Hunters Point will require balance with the larger economic and education objectives of the community.

Challenges in land use patterns and revitalization are also related to the economic leakage issues discussed in Chapter 2. There is a need to connect local business to the funding required to establish new operations or expand existing ones. Coordination between existing business owners has been difficult because of the lack of retail commercial synergy along the corridor. The challenge is to promote retail commercial infill and a critical mix of services within a focused area while creating façade and business improvement programs for existing businesses along Third Street. Opportunities for concentration are provided with each of the three Muni Light Rail stations.

Another important issue for problem-solving is the proliferation of adult-oriented businesses in the heart of the community. The numerous liquor stores located along the Third Street corridor cause major impacts on the health and image of the community. Every survey and workshop identified the reduction in their number as a major community need. Coupled with this desire to eliminate liquor stores is the desire for high-quality fresh food outlets and full-service grocery stores. Large grocery stores require minimum population thresholds combined with truck access to build new facilities in a community. Sensitive placement is also a consideration.

Finally, the industrial areas of Bayview Hunters Point provide one of the most compelling examples of being able to build on strengths in the face of daunting challenges. The historical practices of Bayview's industrial businesses have left a legacy of contaminated lands, water and air. Studies are underway to investigate the environmental damage that many believe has already affected the health of the people who live in Bayview. In response, the community has become more environmentally aware, active and innovative than any other San Francisco community.

The industrial areas and their businesses can become places that can give back by cleaning up their practices and providing job opportunities for Bayview residents. These areas are emphasized in this *Revitalization Concept Plan* as economic and environmental opportunities. Both industries and residents can benefit from embracing emerging environmental technologies and industries. Dispelling environmental myths through continued research and education is an important factor in revitalizing the image of the community. Encouraging redevelopment

of these areas will serve to increase the job base, provide new and improved public access to the waterfront, and increase the tax base that both the City and the community reinvest into Bayview Hunters Point.

THE COMMUNITY VOICE: "WHAT DO YOU THINK?"

This section reports on the community voice and provides a foundation for understanding what is held important, what is needed, and what is most desired for the future of Bayview Hunters Point. We will look at two recent resident surveys that help to bring a deeper understanding to both those who currently live in the Bayview, for newcomers wishing to understand what is at stake here as the future unfurls, and for those who propose to join in community revitalization efforts.

The Third Street Faire Survey

The Bayview Hunters Point community came together at the first annual Sojourner Truth Third Street Faire sponsored by the PAC in mid-July, 1998. PAC members were there to ask community members what they would like to see happen in the heart of Bayview Hunters Point. In order to open the revitalization visioning process up to the community, the PAC asked fair-goers to fill out a written survey and comment upon a set of picture boards set up to help people visualize potential ideas for improvements. This outreach effort was very successful with 243 "What Do You Think" surveys filled out during the two-day event and numerous comments made about the desired character of a revitalized Bayview.

The first question of the "What Do You Think" survey asked about preferences and ideas for the identity of Third Street. "Great landscaping with trees" was the favorite with 141 votes and "a gateway area that says welcome" came in a close second with 108 votes. Images that were favored by respondents included views of streetscapes that offered protected pedestrian areas, a large canopy of trees, and numerous amenities such as benches and special lighting fixtures.

The next question of the survey asked respondents to define the Third Street commercial center. The majority saw the center as a "cultural and entertainment area" (145 votes) and many called for its re-establishment as a "neighborhood shopping area" (100 votes). An important issue of great debate since the proposal for a regional mall at Candlestick Point some years

"We need a **strong economic base** that is community-generated and family oriented."

"We need businesses that **promote the well-being** of the **community**, not more liquor stores that promote bad health."

"We need to reduce liquor stores. We need other types of businesses: retail stores, creators, cultural centers, restaurants."

WE NEED...

"There is a need for food stores and supermarkets that have quality products and remain available."

"We need to have **Without hate** there's no love."

"We need to focus on interrelated housing. We are creating a long-term plan that would turn the ground units over to families home ownership is key. The projects hold a lot of value and we need a plan on what to do so owners can become owners."

"Bayview Hunters Point lacks a (central) gathering place and needs a farmers' market."

A market is a central meeting place, where the vibrancy of the community stands out.

The market is central to African American culture... Our marketplace would be a place for food, culture, trading, people walking, hanging out, and shopping. We need opportunities for this type of socializing."

"There is a lot of support and need for having a hospital and emergency provided at the Southeast Health Center."

"We need activities (for youth), sports, mid night basketball... after-school programs while parents are still at work."

"The Bayview Hunters Point agenda needs to address the overwhelming number of liquor stores. We need to learn what is legally permitted and how to change the ordinances."

"We need to build support for community-owned businesses and entrepreneur training."

"There is a need for a big intergeneration community center that could have swimming pool, sports activities and lounge. It be a space for different activities."

"It is only African American and Latino communities that do not have their own banks. Banks play a crucial role in the awarding of contracts (and) are key to breaking the pattern of exclusionary economic development that does not benefit the Bayview Hunters Point community."

"We need to develop a community bank for Bayview Hunters Point. **Financing economic development** plus creating necessary business skills, incubating entrepreneurship (getting technical assistance) is at the top of the agenda."

"We need to develop a plan for the community to have a strong economic base. We need to have a plan for the community to have a strong economic base. We need to have a plan for the community to have a strong economic base."

One-third of all children in the neighborhood go to schools in Bayview Hunters Point. Two-thirds are bussed out. This is the result of the uneven distribution of school-age children in the City and this is an increasingly urban issue."

The Shipyard DEIR (Environmental Impact Report) has a section on schools that says it will lead to an increase of 700 students who will probably be bussed out instead of building a new school.

San Francisco has a problem that no one could foresee: the uneven distribution of children within the City limits. Existing schools are fine; children should be sent there. However, the SFSU (San Francisco Unified School District) needs to recognize the need to build a community partnership to address the impact of various options."



Young youth learn that science is fun! Courtesy Port Authority of San Francisco.

EDUCATION AND YOUTH

"Youth want to take the lead. By getting youth involved, you can also get their parents involved."

"Tell the youth: we need your ideas and creativity."

14 and 15 year olds will inherit this visioning over the next 10 - 25 years."

"If parents see their children caring about an issue, getting involved and changing their lives, it creates space for adults to get involved."

"The youngest and largest population segment in Bayview Hunters Point is under 25 years of age, younger than any other community. Whoever can figure out what this population is going to do and can rally them is going to control this situation in Bayview Hunters Point."

"From middle-schools to junior-high schools, (high) drop out rates are due to a lack of community-based schools."

"The greatest need is education..."

not schools alone, but personal literacy, information in order to know the facts.

We need to equip the community with information first and the skills to figure out the next steps."

"We need to bring elders and youth together: one has wisdom and the other energy and, together, we create hope for the future."

ECONOMIC DEVELOPMENT

"The main issue is economic development and how to make it work for Bayview Hunters Point. We need to bring together like-minded community individuals and organizations to jointly develop a community project."



Third and Palou community mural in the heart of Bayview's commercial corridor.

"We need to take control, create our own businesses, own the development, and own our communities over the next 100 years."

"My biggest concern is that economic development means change. In the process, lots of people will be lost. People are being displaced by high rents. They're selling their homes. The demographics of Bayview Hunters Point will change."

"We need to press for economic development strategies that attract community-led investment and loans—Bayview Hunters Point has land as collateral. The City should take the initiative to provide first-time business start-up loans."

"The industries that operate in Bayview Hunters Point create the second largest source of revenue for the City after the Financial District: \$300–\$500 million of tax base. This is not connected to Bayview Hunters Point residents... Bayview Hunters Point taxes go into a general fund. (But) whenever we need something, the reply is always (that) a bond measure is needed. Third Street is the only bond that can pay for itself—but what about the rest of Bayview Hunters Point?"

"There is one word to describe our community agenda: the struggle against gentrification..."

"The polluting industries' jobs are not an option for our community."

"Black people are being left out of technology—our communities don't have fiber optics. Guns for computers programs give us the oldest computers; we don't even have access to internet shopping. How are we going to develop black businesses without computers in the computer age?"

"We need to define for ourselves community economic development that we then take to the Redevelopment Agency, the Planning Department and other city agencies."

"The argument in the community debate is not about blocking development but about what kind of development and its impacts on our sons, daughters, grandchildren, adults, and elders."



Bayview once had a theatre on Third Street. The Bayview Theatre at 4935 Third Street opened in 1924 and closed in 1957. Courtesy San Francisco Public Library.

ago has been how such a development might affect commercial businesses on Third Street. Based on the survey responses, residents want to balance the emphasis of commercial revitalization efforts and resources placed in the community's center with the types of uses appropriate to a regional mall set at the southern edge.

The next question asked what residents wanted for a desirable mix of commercial, cultural, and recreational uses along the Third Street Corridor. Many stated conversationally that they looked forward to an exciting mixed-use district and one that offered a safe but vital nightlife, with comfortable promenades for window shopping. Each person who visited the display was asked to fill out a preference checklist of potential new businesses on Third

Street. "Bookstores" was the most popular item on the list of choices provided, followed by:

- "ethnic and family restaurants,"
- "gym or fitness center,"
- "Farmers' Market, green grocer" and "large super-market," and
- "performing arts center."

Other choices included coffee shops, bakeries, floral shops, and computer supply stores. The most popular write-in was "movie theater," followed closely by "no more liquor stores."

The "What Do You Think" survey asked residents what should be done with the PG&E property along India Basin at Evans Avenue and Jennings Street. The power plant is currently slated to be torn down and the site cleaned up. The overwhelming majority of those who filled out the survey stated

that the property should be redeveloped to include a large waterfront community park with stores and restaurants.

Muni will soon be building the new light rail line along Third Street. The "What Do You Think" survey asked what type of design concept would be most appropriate for the three light rail stations slated in Bayview Hunters Point: whether the design should be culturally based, historically based, or modern. Respondents generally thought it should be a combination of all three in a design that captured the essence of the rich cultural heritage of the area, respected the historic importance of the corridor and existing architectural style and scale of buildings, and be built of modern materials.

At the 1999 and 2000 Third Street Faire, the PAC met with many community members to discuss the evolution of this *Revitalization Concept Plan* and how they could and should become directly involved with the many on-going civic efforts. Once detailed plans for specific parts of the community are developed, the community voice can be engaged again at this and other events to build meaning into what is defined as "community preferences."

PRESERVING COMMUNITY CHARACTER WITH FOCUSED AND STRATEGIC INVESTMENTS

We have looked at the character of Bayview Hunters Point, identified numerous assets and strengths, considered issues and challenges, and heard the voice of the community. In keeping with the philosophy of building on the community's assets, this *Revitalization Concept Plan* is concerned with preserving the positive aspects of the existing community character. In the current marketplace, this is often discussed but requires diligence to succeed. The stimulation of social and economic benefits through new development must include processes related to community-building and preservation to meet the goals of creating a clean, safe and healthy place to live, work and raise one's children.

The most compelling strategy is to build on community strengths through focusing on existing assets. By redeveloping key underutilized parcels in the heart of the Town Center in conjunction with the Muni Light Rail project, a critical phase of revitalization will be achieved. Economic strengthening through new development is often seen as being at odds with preservation goals. However, there is a clear directive to preserve existing assets that provide cultural context and character of place. This includes projects

such as the rehabilitation and/or expansion of historic resources such as the Bayview Opera House and other buildings. Strengthening also refers to building connectivity into the area through enhanced public infrastructure, streetscape design for pedestrians and bicyclists, and greenway paths throughout the community.

Revitalization efforts should build upon Muni's Third Street Light Rail Project with coordinated opportunities for transit-based, pedestrian-oriented development and potential for wiring the community for computer-related economic development. The mix of residential neighborhoods and areas of industry can be capitalized upon if direct employment connections to residents are emphasized and good planning involved. Using a public workshop process for developing specific plans around the stations that build upon the concepts illustrated within this Plan will ensure the essential character of Bayview Hunters Point is preserved and amplified. While major physical and economic improvements are necessary for the commercial district and should be focused around light rail stops along Third Street, preserving the smaller scale of neighborhood character is also an important priority.

Some revitalization measures will not require large-scale change, but instead focus on improving existing conditions. For example, many community members feel strongly about preserving the prevailing land use patterns because it is what makes Bayview Hunters Point unique. As long as the industrial businesses become cleaner operations, provide solid buffers for adjacent properties, and keep trucks off residential streets, most residents don't seem to mind living near light industry. Historic buildings along the Third Street corridor require restoration to advance vitality goals through the creation of a uniquely marketable identity. New development must take architectural harmony into account. As well, existing parks and playgrounds can be remodeled, but maintenance plans and funding are required to ensure their continued benefit to the community.

Finally, ongoing and planned regional projects such as Mission Bay, the San Francisco International Airport Expansion, the redevelopment of the Hunters Point Shipyard, and the Third Street Light Rail Project will bring change and opportunities to the Bayview Hunters Point community. In light of this larger context, Bayview must have a plan that can clearly capitalize on regional projects to the benefit of the existing community.

The following chapters will first define area-wide recommendations for programs and policies and then follow with

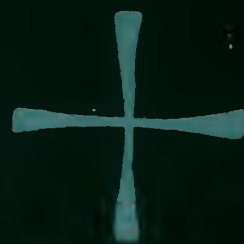
detailed development visions in the form of *Focus Area Plans* that reflect the community's recommendations at the neighborhood scale. Finally, steps towards implementation of projects and programs advanced within the plan are defined, including a process for prioritization. It is the intent that these ideas presented in the *Revitalization Concept Plan* embody the spirit and enhancement of Bayview Hunter Point's unique character while stimulating the right kinds of economic investment, all in keeping with the community's vision, goals, and strategies for revitalization. ■ ■ ■

CHAPTER NOTES

- ¹ *"The Hunters Point Environmental Health Project"* — a collaboration of Golden Gate University School of Law's Environmental Law and Justice Clinic, the Southeast Alliance for Environmental Justice (SAEJ), and the Urban Habitat Program. Thank you to these groups for sharing their research.



HUMAN



CROSSROADS

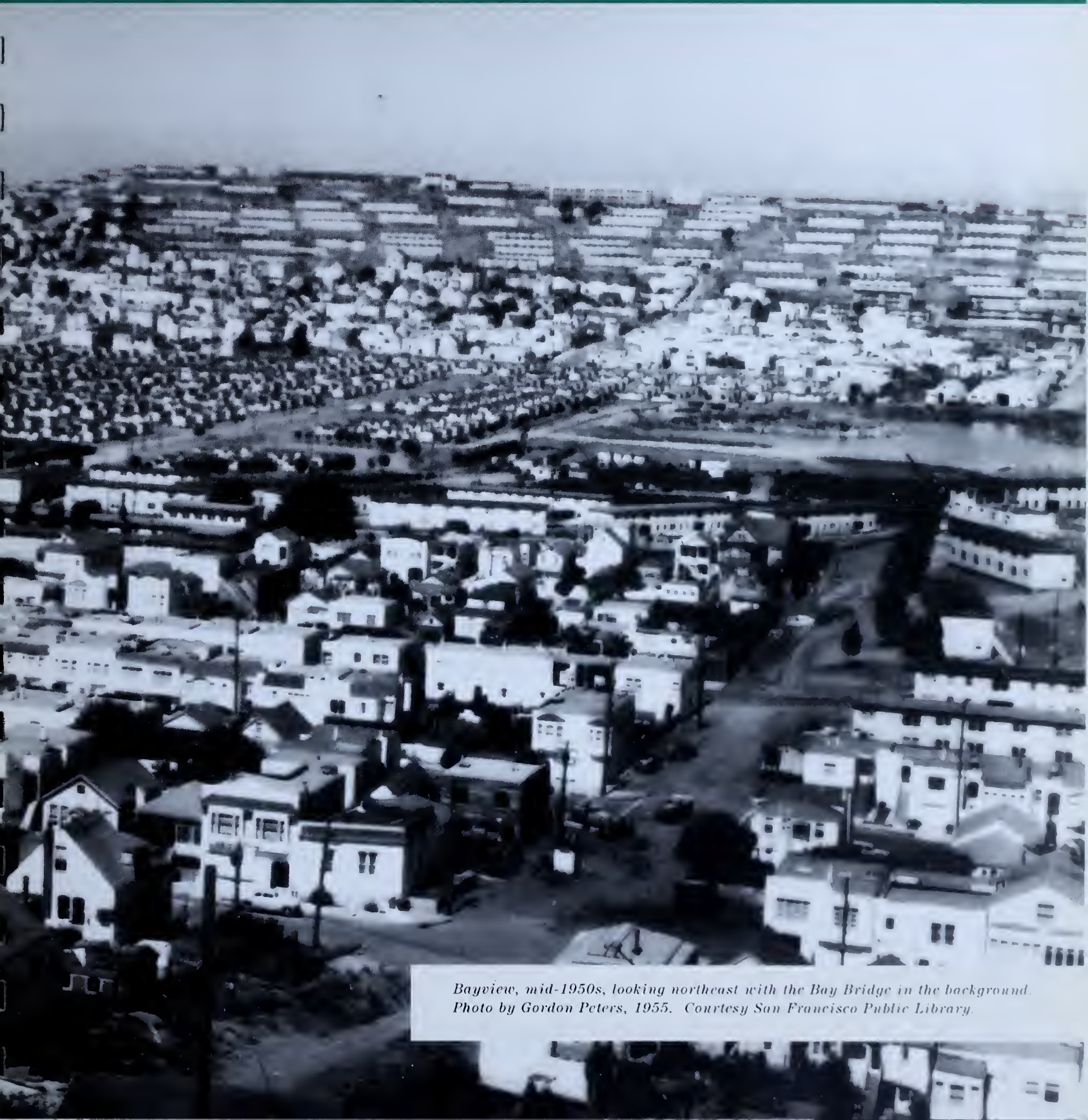


CHAPTER 4.

Area-wide Community Programs

I. ECONOMIC, SOCIAL AND EDUCATIONAL PROGRAMS

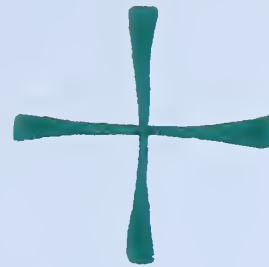
II. PHYSICAL PLANNING AND ENVIRONMENTAL PROGRAMS



*Bayview, mid-1950s, looking northeast with the Bay Bridge in the background.
Photo by Gordon Peters, 1955. Courtesy San Francisco Public Library.*



Aerial view of Bayview Hunters Point emphasizing Third Street. Bob Ecker photograph.



MEETING THE CHALLENGES OF REVITALIZATION PROGRAMS FOR THE COMMUNITY

The committees of the Bayview Hunters Point Project Area Committee have worked with community members, engaged consultants to help gather information, and discussed the most productive means of fulfilling the community's vision and goals for revitalization. The guiding principles of building upon community strengths and preserving the essential character of people and place have been established. The challenges, needs and issues for problem solving are addressed in a series of program recommendations made during community workshops and other public discussions.

This chapter describes these discussions and recommendations in the following subsections:

PART I: ECONOMIC, SOCIAL AND EDUCATIONAL PROGRAMS FOR BAYVIEW HUNTERS POINT

- A. A VISIONARY FRAMEWORK FOR LOCAL ECONOMIC DEVELOPMENT
- B. THE LINK BETWEEN CHILDCARE, EDUCATION, TRAINING AND EMPLOYMENT
- C. PROGRAMS FOR STRENGTHENING OUR YOUTH
- D. PROGRAMS AND SERVICES FOR OUR COMMUNITY ELDERS
- E. PUBLIC SAFETY AND COMMUNITY WELL-BEING

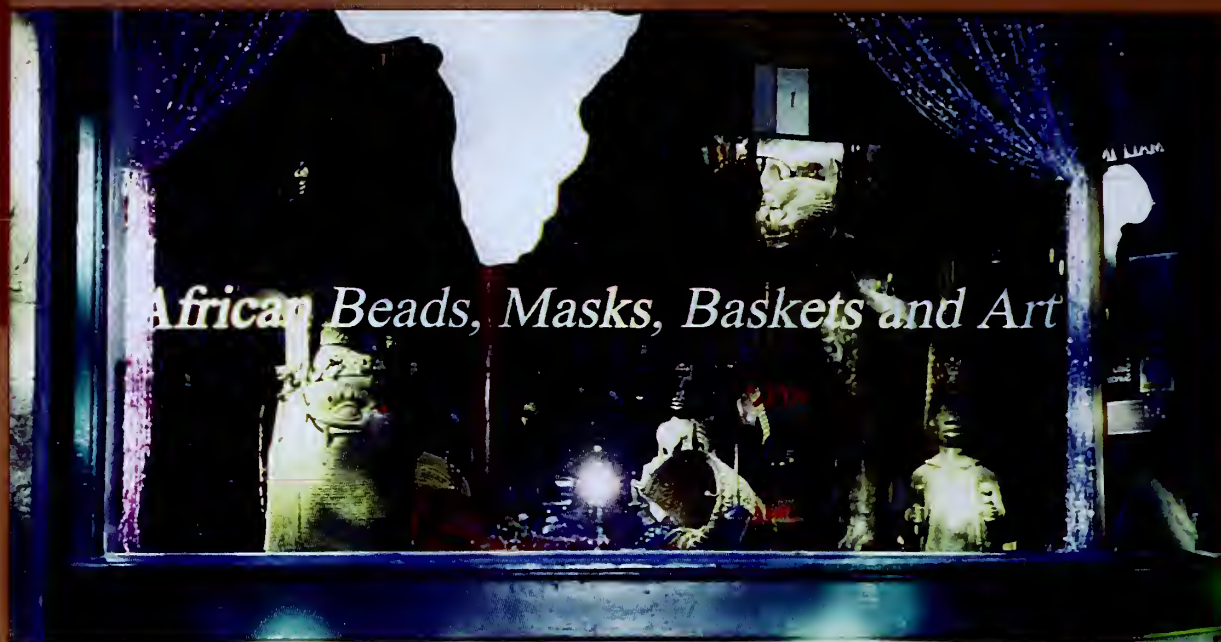
PART II: PHYSICAL PLANNING AND ENVIRONMENTAL PROGRAMS FOR BAYVIEW HUNTERS POINT

- F. TRANSPORTATION AND INFRASTRUCTURE IMPROVEMENTS
- G. ENVIRONMENTAL HEALTH AND REMEDIATION
- H. HOUSING AND MIXED LAND USES
- I. OPEN SPACE AND THE WATERFRONT

Each of these sections reviews important facts about community needs, examines existing programs that serve community goals, and then provides clear recommendations to guide revitalization program planning and implementation.



CHAPTER 4



A strong African American identity in Bayview's Town Center should also include the distinctive crafts, clothing and food of all cultures. Bayview could become a citywide draw for those seeking culturally specific and ethnic goods.

PART I: ECONOMIC, SOCIAL AND EDUCATIONAL PROGRAMS FOR BAYVIEW HUNTERS POINT

A. A VISIONARY FRAMEWORK FOR LOCAL ECONOMIC DEVELOPMENT

This community understands how economic development must build upon existing assets and resources — both cultural and physical — to serve the people and preserve the unique sense of place of Bayview Hunters Point. The marketability of a vibrant economic district convenient to residents must be centered upon local cultural identity, community preferences, and shared values. This understanding defines the basic approach for meeting the important goals of business retention and enhancement.

This section recaps the market forces examined in Chapter 2 to provide an understanding of economic context. A review of existing economic development incentive programs serves as a background for recommendations made by the community at the area-wide level. Building upon the cultural assets explored in Chapter 3, new economic development programs must respect the community's values and accommodate its diversity to set the physical stage for visionary economic development in Bayview Hunters Point. Emphasizing the unique qualities of place takes advantage of the Bayview's small town form with its central civic-commercial heart, historic commercial corridor, and varied areas of industry.

The community's recommendations create a framework for local economic development that will:

- *Maximize benefits from incentive programs and projects to support local economic development, existing local businesses, and residents;*
- *Emphasize a comprehensive and coordinated approach to economic development utilizing a community-based process;*
- *Focus revitalization efforts in priority areas that take advantage of the transit system and development market, especially in the Town Center;*
- *Create an African American identity for the Town Center while serving local retail commercial needs to create a convenient, diverse marketplace; and,*
- *Build upon the local ecological and architectural character of Bayview Hunters Point, and bring cultural identity into the physical environment through public art.*

A REVIEW OF RETAIL COMMERCIAL MARKETPLACE TRENDS AND COMMUNITY NEEDS

Chapter 2 examined the social, cultural, and economic history of the community. By the end of the 1940s, Bayview Hunters Point was a working class community with a general economic focus on heavy industry tied to a wartime economy. Following World War II, many manufacturing firms relocated, with the consequent loss of local labor jobs and high unemployment. By the 1970s, the once burgeoning town center declined as people left the community when jobs became scarce. Lending institutions were often prejudiced against communities of color, leading to further economic decline. As the area became severely disinvested and disconnected, a dynamic was set in place that has been exceedingly difficult to overcome. Left in the wake of these forces were a decommissioned naval base, vacant buildings and commercial storefronts, a lack of basic services such as banks and grocery stores, and an impacted community seeking solutions.

Starting in the 1970s and continuing to the present day, the community has begun to grow again as new residents seek an affordable place to live in San Francisco. The old Butchertown area has been redeveloped into an industrial park and the Lucky Lager Brewery site into new housing. Other industrial business areas, including the Produce Terminal and light industrial/distribution districts, are still thriving. Industrial facilities are at a premium due to high real estate demand, and new pressures are being felt for the conversion of obsolete properties to new media and computer-oriented office uses. The Hunters Point Shipyard is being redeveloped entirely, which will have additional effects on the economic vitality of the community. Meanwhile, large infrastructure investments like the Third Street Light Rail Project are planned for construction. These projects have shown residents how important community-based planning is in order to achieve their vision and goals for a sustainable future. Equally important is understanding how to benefit from opportunities to connect with new regional markets.

In general, residents have seen increased household incomes with the overall surge in regional economic growth and job availability. Meanwhile, only five percent of Bayview residents hold local jobs whereas in the past most people worked for businesses located within the community. Additionally, residents must travel outside Bayview for the goods and services they need and desire. Much of Third Street remains economically marginal while



While Third Street's neighborhood commercial corridor includes too many vacant storefronts, underutilized lots and liquor stores, there are also blocks where viable businesses, apartments, offices, and well kept facades come together to create a lively and inviting atmosphere.

a significant amount of money is spent by residents outside the community.

New businesses that have recently come to or expressed interest in Bayview include national fast food franchises and chain stores. Members of the community have expressed concern about this type of new development, debating how to make regionally or nationally owned businesses fit into and serve the community's vision for economic development. A meaningful commitment to the local community where these firms do business is an important issue. Meanwhile, franchises and chain stores are characterized by incompatible site design and lack desirable architectural distinction. These conditions are seen as inconsistent with the community's overall vision of building positively upon local character. Most importantly, there is the potential for negative economic impacts that undermine the core community value of strengthening locally owned businesses.

The surge of national and regional economic growth has turned these deficits into opportunities for revitalization. Conservative economic studies estimate that the existing community could support at least six blocks of new development along Third Street in the community's Town Center. This new development would include a wide range of shops and businesses serving neighborhood commercial needs. Community members identified the types of businesses they would like to see on Third Street, including: a fresh food market, banks, small shops and cafes, ethnic food outlets, clothing stores, and other neighborhood goods and services.

THE FOLLOWING IS A LIST of desired neighborhood-serving retail establishments and other businesses:

- Craft and vendors mall that rents space to locals to sell their wares
- Movie theatre
- Outlet stores, dress shops and shoe repair shop
- Household appliance and furniture store
- Toy store and bike shop
- Produce, fruit stands, fish market
- First class family restaurant and coffee shops
- Ice cream parlors and soda shop where young people can meet
- First class hotel and tourist office
- An internet café
- Department stores, florist shops, shoe stores and a variety shop
- Small animal hospital
- Bakery
- Music store/Bookstore
- Small diner and outdoor cafes
- Pizza restaurant
- Art galleries and art supply stores
- State of the art supermarket
- Lamp stores
- Children's clothing store
- Home and garden store (scented candles, aromatherapy)
- Outdoor floral stands, flower shops
- Antique stores
- Ethnic restaurants: Steak house, Indian cuisine, Ethiopian, Chinese, Thai, Filipino, soul food, Creole, New Orleans, Lyons/family restaurant, Mexican, bar and grill, seafood, barbecue.
- Smoothies/juice shop
- Coffee shops
- Bagel shops
- Photo shop

EXISTING INCENTIVES AND PROGRAMS FOR LOCAL ECONOMIC DEVELOPMENT

Mayor's Office of Economic Development and Office of Community Development

The Mayor's Office of Economic Development (MOED) and Office of Community Development (MOCD) are the lead city government agencies offering incentives for business creation and growth. For business owners and residents interested in these programs, contact the MOED directly or refer to the City's website for more information.

Primary programs include:

1 New Jobs Tax Credit

Businesses that create new permanent jobs in San Francisco receive a two-year credit against their City payroll tax liability for new employees. The credit is equal to 100% of their payroll tax liability in the first year and 50% in the second year.

2 Mayor's Office of Community Development Loan Fund

Companies that create jobs in the City and meet certain federal criteria are eligible for loans ranging from \$1,000 to \$250,000. Loan funds may be used for machinery equipment acquisition, leasehold improvements, working capital, inventory, and real estate rehabilitation for owner/occupants.

3 Job Training Programs

The San Francisco Private Industry Council (PIC) is responsible for administering federal Job Training Partnership Act funds, offering benefits to employers who hire PIC trainees. Under the on-the-job training program, the PIC will reimburse employers 50% of wages paid to participants for up to the first six months of employment. The California Employment Training Panel (ETP) assists businesses in training employees through a cost reimbursement program. Reimbursement averages \$1,000-\$3,000 per trainee who successfully completes the program.

4 Pilot Facade Improvement Program

The initial focus of this program is along San Bruno Avenue and may be tailored to meet the needs of Bayview Hunters Point merchants along the Third Street Corridor. The program is anticipated to provide a model, with matching grants or loans made to small businesses or property owners to upgrade their storefronts.

The San Francisco Enterprise Zone

The San Francisco Enterprise Zone covers 11 square miles of the City, including the majority of Bayview Hunters Point. The program is offered to all businesses located in the zone to create jobs and stimulate business investment. It encourages and rewards private initiative through state and local



Community members would like to see more neighborhood-serving establishments such as: hardware stores, furniture stores, bakeries, ice cream parlors, book and music stores, flower shops, and restaurants.

tax credits, regulatory relief, special financing programs, and other business-friendly benefits to investors operating in the zone. The program eliminates red tape by providing direct tax benefits to participants when filing their taxes, instead of working through various local agencies.

This federally sponsored program and is administered by the Mayor's Office of Economic Development. Incentives for capacity development offered to participating businesses in the zone include:

- 1 City and state hiring tax credits on wages for qualified employees;
- 2 Sales and use tax credits on purchases of certain machinery for business use;
- 3 One hundred percent net operating loss carryover, instead of allowing tax relief on portions of business loss over a long term;
- 4 Up-front tax benefits for certain kinds of depreciable property the business owns and invests in, instead of having to spread out tax benefits over a long term;
- 5 Tax-free interest income to lenders who invest in businesses located in the zone;
- 6 Application of unused tax credits to future years of operation instead of requiring use in a single business year;
- 7 A "Fast Track" approval process for business permits to eliminate loss of time and money; and,
- 8 Special financing programs for businesses in the zone, including working capital loans and storefront improvement loans.

LOCAL BUSINESS ASSOCIATIONS

A fairly comprehensive list of websites and other contact information is available through the PAC office or its website. The local groups mentioned here are active in the community and considered valued resources that are dedicated to the revitalization of Bayview Hunters Point.

Bayview Merchants Association (BMA)

The Bayview Merchants Association has been an active participant in the development of the district since 1925 and continues to represent the interests and goals of the businesses of the Bayview Hunters Point community.

The specific goals of the BMA include:

- Increase business opportunities for members;
- Provide information on economic development and other issues effecting the community;
- Lobby city government to make improvements where needed; and
- Promote the commercial interests of the Bayview Hunters Point community.

New Bayview Merchants Association

The New Bayview Merchants Association is dedicated to helping create a positive and attractive environment that is conducive for existing and future businesses in Bayview Hunters Point. A major effort is in helping business owners maximize their potential and creativity through association. The ulti-



Mel Washington, President of the Bayview Merchants Association, accepts an award of recognition on behalf of the Merchants Association at their 75th Anniversary Gala. Courtesy Bayview Merchants Association.



Building the capacity of Bayview's existing local businesses using a "Main Street" approach is a top priority. Pictured here are a few of the local businesses that might benefit from increased support services and access to capital.



mate goal is to develop a premier economic center of success within the City of San Francisco while maintaining their historic heritage and ecological balance, creating a unique place that community residents and surrounding neighborhoods can enjoy. Monthly meetings are generally held at the Bayview Police Station Community Room.

San Francisco Black Chamber of Commerce (SFBCC)

The Black Business Association of San Francisco was founded in the mid-sixties by a group of Black entrepreneurs who saw the need for a business association that would work to support and promote Black business owners. The Black Business Association later became the San Francisco affiliate of the Black Chamber of Commerce (SFBCC), located downtown at 150 Post Street.

The mission of the SFBSS is to advocate for and promote the development of the African American business community with the goal of creating a firm economic base that supports self-determination and survival. The SFBSS maintains effective working relationships with elected officials for support of Black business development and serves as a liaison between members and city, state and federal agencies, schools and public interest groups.

The major activities of the SFBCC include:

- Creating new advantages for African American businesses.
- Heightening awareness in the business community of Black business capabilities.
- Forging effective communication between the business community and African American entrepreneurs.
- Advocating for the Black business community with government agencies.

COMMUNITY RECOMMENDATIONS

An Approach that Supports Local Businesses and Market Development

Existing local businesses in the community need support and increased access to capital to improve their revenues and expand services they currently offer. Building the capacity of existing local employers is a priority alongside that of new business development.

THE COMMUNITY RECOMMENDS:

- The PAC requires financial support in order to maintain the community web site on the Internet that provides information about the community's vision and goals,

local history and cultural resources, community events, the commercial business district, and local businesses including employment opportunities. The web site will serve as a marketing tool and provide a valuable advertising role for the community while also providing links to other important sites.

- Existing local business capacity-building programs offering specialized technical and fiscal assistance must be expanded by the Mayor's Office. The Mayor's Office should help create and actively support business incubator and entrepreneur programs for Bayview residents, including education and mentoring support, from business planning to loan acquisitions. Large firms, major developers, and city agencies should be called upon to provide financial capital and other resources for these efforts.
- All municipal agencies conducting government programs in the community must be accountable through quarterly reports, audits, annual assessments or other means. These reports and assessments must be written in terms the community understands and made easily available to the public.
- The City Planning Department and Redevelopment Agency should provide a process for analyzing the impact of new commercial development in Bayview Hunters Point upon existing local business establishments, especially along the Third Street Corridor. This includes special provisions for assessing national chain stores and fast food outlets. Also important are design guidelines that ensure that new businesses fit into the community and reflect its special identity.
- Mitigations are required to help local businesses stay solvent during large construction projects, such as the Muni Light Rail project. City agencies sponsoring development projects must provide intensive and creative solutions to any major disruptions affecting the business district, including signage, phased construction, promotional campaigns, and street fairs.
- Community leaders should investigate the creation of community development corporations, community banks, and land trusts that can take a leadership role in local economic development.

An Emphasis on Comprehensive and Sustainable Solutions

A comprehensive approach to economic development must be undertaken to balance industry, office, and retail commercial uses in the community. The key to long-term economic health in Bayview Hunters Point is diversification and a dedication to local solutions. Commercial business development must be a mix of larger anchor stores and small shops serving the community's residents, workers and visitors as the basis for a sustainable local economy. The historic emphasis upon heavy industry is being replaced by new light industrial businesses, craft-based

manufacturing, and multimedia office uses. New projects must respond to community concerns by incorporating a "community package," with proposed plans showing how development meets the comprehensive goals discussed in this *Revitalization Concept Plan*.

Combined with the emphasis on diversification is the directive for coordination with infrastructure planning. This includes opportunities present in the new Third Street Light Rail project that will run through the heart of the community and in strategies for improving truck service and deliveries to industrial areas. By taking a long-term approach to initial public investments, economic revitalization will be achieved more quickly and at less cost.

THE COMMUNITY RECOMMENDS:

- Create a sustainable business district in the Town Center by capitalizing upon access to a variety of transportation options with an easily accessible mix of uses at transit nodes. This mix should be a well-balanced combination of civic uses, public institutions, retail commercial, and office connected by a clear circulation system of pathways and civic spaces.
- Green architecture and ecologically sustainable planning measures must be incorporated into all revitalization efforts.
- State, regional, and local agencies must cooperate and coordinate comprehensive planning for public infrastructure and construction projects. Simultaneously plan for streetscape and lighting improvements, public plazas and open space amenities when defining areas of industry and commerce.
- Create economic support for new information-based businesses by providing wiring for the Internet in combination with construction of light rail infrastructure along Third Street.
- The community supports economic development that uses the co-location "synergy" approach to retail commercial, with strategic locations for anchor stores that support surrounding small locally owned businesses.¹
- The community has worked strategically to define truck routes to and through the community that reduce impacts on residents, employees, and visitors. The City must formally construct and enforce the truck route plan.

Focused Revitalization Efforts in Priority Areas

Key areas within Bayview Hunters Point afford ideal opportunities to invest in concentrated revitalization efforts. With initial emphasis focused in these areas, area-wide economic development goals can be met over the long term. Four major areas within Bayview Hunters Point have

been defined as priorities for comprehensive study:

- The Town Center
- The Northern Industrial District
- Hunters Point Shoreline
- South Basin District

Chapter 5 will examine *Focus Area Plans* developed for each of the four areas in detail, showing how recommendations and land use policies developed for the entire community are translated into specific plans and programs visualized for the year 2020. The following objectives set the stage for these plans.

THE COMMUNITY RECOMMENDS:

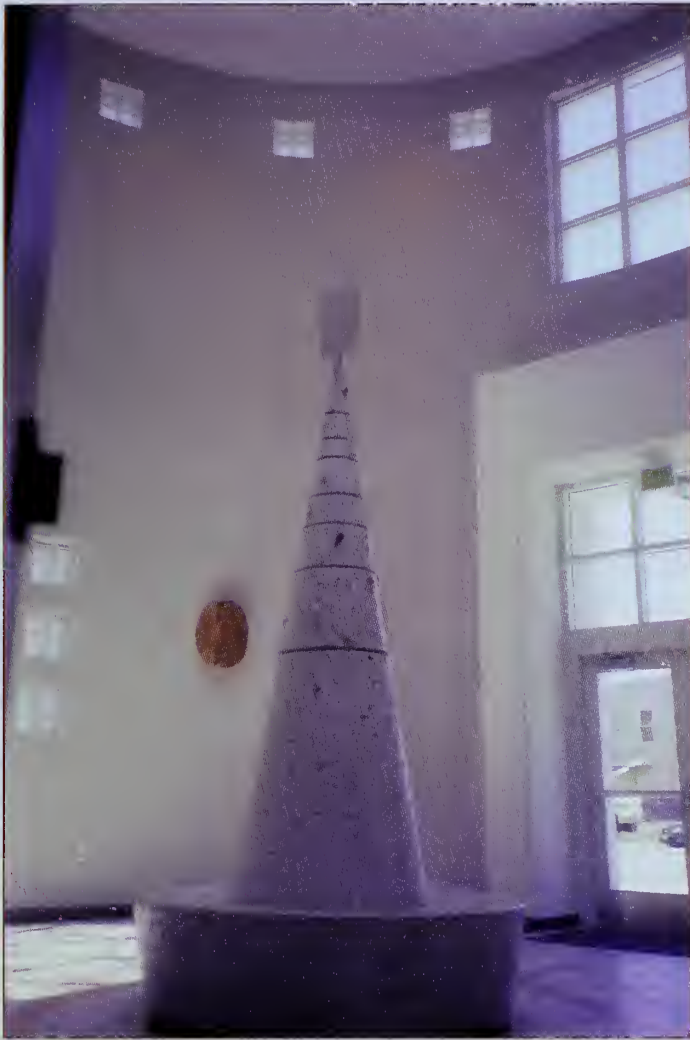
- City agencies must work with private developers and the community to create comprehensive specific plans that define the structure, goals, and opportunities for each area with an expressed understanding of community character, scale, architectural and site design guidelines, and a defined process for community involvement.
- During the planning process, opportunity areas must be linked to larger regional projects and market trends through a thoughtful analysis of how projects serve the larger vision and goals of the community while taking advantage of market timing.

An African American Identity for the Town Center

The Third Street Corridor and Town Center are more than economic assets to be expanded upon through economic development. The Town Center is also the community's crossroads, "a place in citizen's hearts and minds that evokes strong emotions and helps define the community's identity."² While its multiculturalism is highly valued, the unique and special history of the African American experience in San Francisco is central to the identity of Bayview Hunters Point. This identity should be preserved and celebrated in the community's central business district centered on Third Street, its "Main Street."

THE COMMUNITY RECOMMENDS:

- All development must build on historic resources that tell the story of African American history in Bayview Hunters Point and the City of San Francisco. Historic preservation must be retained. Include a cultural arts center and museum in planning for the expansion of the Bayview Opera House.
- Incorporate Afrocentric motifs into façade programs in commercial areas, streetscape design, district signage and banner programs; public furniture including benches, trash receptacles and tree grates; and within transit stations and bus shelters.



African inspired art at the Bayview Police Station.

- Reach out to African American-owned businesses and commercial enterprises with marketing efforts for location in Bayview Hunters Point. All parties should work together to help create and actively support business incubator and entrepreneur programs for local residents; large firms, developers, and city agencies should be prepared to provide financial capital.
- The community seeks to create a vital marketplace for cultural crafts-related businesses and art venues including public markets and art galleries. Special emphasis should be placed on ethnic food, clothing, and other culturally informed enterprises in the Town Center.
- Support new festivals and events that bring the African American community together while inviting all neighborhoods to come celebrate and learn more about each others' rich cultures.

A Public Art Program to Enhance the Town Center as a Destination for Residents and Visitors

There are significant opportunities for enhancing the Town Center through tasteful public art to create a beautiful and engaging public environment. Nowhere is this more important than the Town Center, the heart of the community. Local artists, children, youth, and all residents can participate in the creation of meaningful art works that tell the story of people and place. Conventional elements like bus shelters, light fixtures, bicycle racks, and even crosswalks can be paved and imbued with artful design.

THE COMMUNITY RECOMMENDS:

- Create culturally themed public art projects at strategic locations that identify and celebrate the Bayview Hunters Point community. This includes integration of art into parks, urban plazas, public infrastructure and streetscapes.
- Utilize vacant storefronts for art and cultural displays; create short-term gallery exhibits in the public heart of the community.
- Enhance the public environment with high-quality, publicly approved historical and culturally inspired artworks, especially in community gateway areas and civic institutions.
- Tie the generation of public artworks to the career-skills development of residents.

In conclusion, Bayview Hunters Point is experiencing growth and has developed a clear community-based vision to guide its local economic development plans. Residents are acting to take control of their destiny through a planning process emphasizing diversity, sustainability, and strategic capitalization upon market opportunities. While several beneficial economic strengthening programs exist, they must better serve unified goals for local business expansion, build upon the existing strengths of the community, and meet the employment needs of residents.

The next sections explore job training, social development, education, and public safety programs that must be combined with economic development initiatives to bring true vitality to the Bayview community. Later, Part II examines the community's recommendations for physical and environmental revitalization programs. Together, these recommendations serve as the foundation for expanded studies at the neighborhood scale in *Focus Area Plans* that follow in Chapter 5.



Quality childcare for Bayview's youngsters is an essential component enabling young mothers and families to seek higher education, quality job training and gainful full time employment. Courtesy Port of San Francisco.

B. THE LINK BETWEEN CHILDCARE, EDUCATION, TRAINING AND EMPLOYMENT

Connecting local residents to economic growth and employment opportunities is one of the primary objectives of this *Revitalization Concept Plan*. Job creation in Bayview Hunters Point has not engaged local residents to the degree desired by community leaders. There are several probable reasons for this lack of engagement: people are not trained for specialized trades and have little access to union apprenticeships; youth are lacking literacy skills and there are not enough resources directed to their development; connections between job training and actual employment need strengthening; and coordinated childcare or other supportive services are often not available. These are particularly true for the most vulnerable of the unemployed — youth and single mothers with young children.

With the flood of new jobs coming to the area and the requirements of an information or knowledge-based economy, a comprehensive approach linking education and training to childcare and employment for Bayview Hunters Point residents is critical.

This section reviews anticipated job creation resulting from major projects, examines several existing employment and training programs, shares childcare needs assessment information, and presents area-wide recommendations made by the community. The recommendations to forge links between childcare, education, training and employment are:

- *Understand and respond to the special needs of under-employed residents;*
- *Improve job training links to education;*
- *Improve job training links to employment;*
- *Require private industries to support community initiatives; and*
- *Require publicly-funded project sponsors to provide high-level employment training, career development, and enhanced childcare.*

AN UNDERSTANDING OF UNDER-EMPLOYED RESIDENTS AND THEIR SPECIAL NEEDS

Bayview residents have historically experienced unemployment rates double those citywide. Approximately 8 to 10 percent of Bayview Hunters Point residents are currently unemployed, compared to less than 4 percent in San Francisco. Many more are believed to be "under-employed," meaning they are working part-time and need better jobs. Those residents with the least skills for meaningful employment are typically African American and have poor literacy. Many are female with children, challenged with trying to provide for their families without the means to pay for daycare. Young people also constitute a large share of the most vulnerable residents within the community.

The Private Industry Council (PIC) reports that people needing their assistance are typically poorly-educated African American women with a lower than 7th grade reading and math level, and almost no work history. Statewide, unemployment for youth ages 16 to 19 has generally been about three times higher than the unemployment rate among adults ages 20 and over.³ Youth unemployment documented in 1997 for the state showed declines for the fourth consecutive year, from a peak in 1993 of 26.2 percent to 20.6 percent in 1997.

In San Francisco, where unemployment rates are among the lowest in the state, as much as 60 percent of working age males are underemployed and up to 80 percent of public housing residents are unemployed. One-third of these unemployed residents are youth age 17 and under.⁴ Despite the booming economy, there are significant concerns about lacks in training that will connect them to new markets and jobs.

Childcare Issues in Bayview Hunters Point

Accessible, high quality and affordable childcare is necessary for the successful employment of parents in the Bayview Hunters Point community. There are several daycare providers in the area, though many arrangements are informal or non-licensed due to lack of funding, training, or a combination of the two.

Recent analysis provided by the Mayor's Low Income Children's Fund shows that the largest gap in existing care is for children ages one through four.⁵ The Department of Human Services and the Child Care Planning Council have also found a significant shortage of care facilities for infants and toddlers, approximately ten percent below existing need estimates. The greatest need gap is found for

infant care for working mothers, especially in locations that are accessible to transit and other places working parents visit, including shops and services.

The main strategy espoused by the various city agencies working on daycare issues is to build capacity into existing systems, help unlicensed providers obtain necessary credentials, and link services in meaningful ways at the neighborhood and community level, such as incorporating programs at local churches and schools.

EXISTING JOB TRAINING AND EMPLOYMENT PROGRAM

There are at least 70 existing job training programs available to San Franciscans, with several located in Bayview Hunters Point or targeting its residents. Citywide, the Private Industry Council (PIC) funds 36 training providers while the Mayor's Office of Community Development funds at least 19; several of these providers receive funds from both agencies. In addition, vocational training programs are offered by local schools and at the City College facility.

A recent report by the Mayor's Welfare Reform Task Force found that many of these services require increased coordination of workforce development. The Task Force recommends closer alliances with the business community to identify training objectives, share resources, build mentoring into class-based programs, and forge a stronger link to employment after program completion. Another effort overseen by the City is the First Source Hiring Program. All employers associated with city-related contract work, lease agreements, and building permit requirements must set goals to hire economically disadvantaged persons for entry-level jobs from a local pool of qualified applicants. At present there are no studies analyzing the effectiveness of these programs, something the community has requested during the course of this planning effort.

Among the many citywide, community-based organizations offering employment-related services to Bayview Hunters Point residents, six important local groups provide employment and training services within the community:

The Southeast One Stop Shop Career Center for Employment and Training Services

The One Stop Shop is located at the Southeast Community Facility with the City College campus at 1800 Oakdale Avenue. The Center provides information, training programs, and resources associated with the City's Department of Human Services, Employment Development

Department, Department of Rehabilitation, and the National Council on Aging. It also serves as a comprehensive point of access to computer use and training, job listings, and career counseling.

Young Community Developers (YCD)

This local organization, located at 1715 Yosemite Avenue near Third Street, offers job training, job placement, and on-the-job training services to low to moderate income youth and adults. YCD provides year-round paid work experience, employment skills training, and opportunity awareness education through the Mayor's Youth Employment and Education Program (MYEEP). YCD also offers a welfare-to-work employment program, assisting residents with job search training, vocational education, childcare, and transportation for Temporary Aid for Needy Families (TANF) recipients. The organization provides general employment and construction industry training to low and moderate income youth 18 years of age and older, while the Summer Youth Employment and Training Program through the Private Industry Council's (PIC) is for youth 14 to 21 years of age. YCD also works with the Bay Area Video Coalition to provide "Medialink" training.

Neighborhood Jobs Initiative Roundtable (NJIR)

The Bayview Hunters Point Neighborhood Jobs Initiative Roundtable (NJIR) was born in 1999 out of an effort by the African American Leadership Group, the Office of the Mayor, the San Francisco Department of Human Services, and several city agencies to address the impacts of welfare reform on Bayview Hunters Point. The intention is to convene an inclusive group of community leaders to create and implement a coordinated action plan to assist neighborhood residents (particularly former and current welfare recipients) in accessing new employment and business opportunities in Bayview and San Francisco.

NJIR is charged with creating links among job training organizations, new and existing businesses, faith-based organizations, and other community groups in order to develop and articulate a common vision and seek collaborative funding. They believe that housing, health, childcare, treatment for substance abuse, faith, family, and neighborhood networks all intersect to create and support a community that can take advantage of opportunities.

Led by a Steering Committee and administered by a small staff, NJIR depends on community participation on subcommittees and in the larger Roundtable to collect and share information, and generate and implement cohesive strate-



Young people and adults take advantage of construction industry training available through Young Community Developers. Courtesy YCD.

gies. Made up of leaders and residents of Bayview, sub-committees are charged with defining how to reduce unemployment in Bayview and create access to well-paying career opportunities for residents with little or no job experience. The Community Roundtable meets quarterly to discuss emerging job opportunities and strategies for preparing residents for living wage jobs in growth industries working to:

- Link community-based organizations, educational institutions, training programs, and the private sector;
- Advocate for resources for neighborhood institutions from the City, developers, and foundations;
- Build relationships with potential employers to gain, implement, and monitor First Source Hiring agreements, training programs, and other efforts to increase hiring and retention of Bayview residents;
- Gather and disseminate information about job opportunities, training programs, and neighborhood developments; and,
- Bring community organizations together to share expertise, resources, and vision in order to develop and implement a collaborative strategy for increasing employment and wealth in the community.

UCSF/NJIR Partnership for Employment and Business Development

While NJIR is committed to creating and supporting partnerships to develop sustainable opportunities for Bayview Hunters Point residents, University of California, San Francisco (UCSF) is committed to maximizing local economic benefits for residents and businesses. NJIR has links to all of the neighborhood job readiness organizations and local business associations that UCSF needs to realize that goal. UCSF has an urgent need for a qualified pool of indi-



SLUG's Youth Gardening Internship is but one example of their innovative programs that achieve a more balanced and sustainable quality of life for all of Bayview's residents while simultaneously offering unique job training and life skills. Courtesy San Francisco League of Urban Gardeners.

viduals and businesses to fill administrative and other positions, as well as many opportunities for vendors and contractors. NJIR's ultimate mission in the UCSF partnership is to provide capacity to local organizations in a two-part program targeting Bayview Hunters Point residents:

- **Community Outreach Internship Program (COIP)**
This program provides access to entry-level administrative positions at UCSF and other institutions, especially in concert with Welfare-to-Work initiatives. The first phase of the program is with an intensive 8-10 week readiness preparation process with mentorship and skills coaching coordinated with SF LEAP and the Florence Crittendon Center. The second phase is a five-month full-time job at UCSF or other institution combined with one-on-one job coaching and weekly peer-support programs. The third phase is actual hiring at UCSF or another institution.
- **Business Vendor Program**
The goal of this program is to identify opportunities and remove obstacles for small businesses in Bayview Hunters Point (particularly minority-owned) to provide services to UCSF. NJIR will streamline the system of pre-qualifying and bidding, while UCSF will conduct outreach and advertising.

The San Francisco League of Urban Gardeners (SLUG)

Founded in 1983, SLUG is a grassroots non-profit organization providing individuals and communities with the means for achieving social, economic and environmental justice through urban gardening and greening projects. Their goal

is the overall improvement of the quality of urban life, specifically focused on assisting inner-city communities of color to implement neighborhood-generated projects that combine urban environmental beautification with sustainable, community-based economic development.

SLUG is a leading community resource in southeast San Francisco that empowers residents, particularly youth, through job training and economic development. SLUG's holistic approach to restoration incorporates ecological sustainability, education, job training, and social justice while providing an often-forgotten community with much-needed open space. One example of their work is a community based collaborative effort to restore 25 acres of the newly created Heron's Head Park, once a toxic landfill, located adjacent to the Hunters' Point Power Plant.

Local economic development efforts center upon creating employment and job training opportunities through urban gardening and greening projects. SLUG's landscape construction crew hires and trains adults from low-income communities to fulfill construction and maintenance contracts for public open spaces, public housing landscapes and lead remediation projects. The Double Rock Horticulture and Landscape Training Program has trained more than 35 young adults from the Alice Griffith Public Housing Development. The Youth Gardening Internship (YGI) program offers paid internships to more than 200 low-income and public housing teens and young adults. Urban Herbals, SLUG's line of food products, is run by young adults from the southeast community who receive training in food production, marketing and sales, product distribution and demonstration.

Renaissance Entrepreneurship Center

Renaissance's main office, located at 275 5th Street near Folsom Street, provides support services to entrepreneurs starting a small business. The Entrepreneurship Training Program offers business classes, including computer training. The San Francisco Renaissance Network program offers support to graduates of the training program. The Financing Resource Center provides training, support, and assistance on facilitating business loans.

Other programs include sponsoring the LIFT Program (Leveraging Individual Foresight and Talent), which provides entrepreneurial workshops to residents in the City's southeastern neighborhoods. The San Francisco Renaissance Incubator Program provides assistance to new businesses including reduced rate office space, voice mail and electronic mail, Internet access, use of fax machines and copier/answering services.



It cannot be overstated. Local jobs must be linked to major projects effecting the Bayview Hunters Point community. Courtesy Young Community Developers.

ANTICIPATED JOB CREATION VIA MAJOR PROJECTS

There are an estimated 31,000 existing jobs in Bayview Hunters Point including heavy and light industrial firms, small crafts-based manufacturing, transportation and shipping-related businesses, and produce-related firms. They also include some white-collar jobs with an executive office park and service jobs associated with large retail chains and small retail commercial entities. Only five percent of Bayview's residents work in jobs located in the community — in stark contrast to employment patterns prior to the 1970s.

According to the Association of Bay Area Governments (ABAG), more than 14,000 jobs will be created as a result of projects occurring in or around Bayview Hunters Point in the near future. An additional 15,000 local jobs are predicted by ABAG to be created over the next 20 years as a result of this development. Successfully linking residents to employment opportunities will require identifying needs unmet by existing programs and formulating clear strategies for monitoring outcomes. The following public/private projects are expected to provide the majority of projected local jobs in the future:

The Muni Third Street Light Rail Project

Operation of the light rail will generate approximately 145 permanent jobs, mainly in Muni's operations and maintenance division. Licensed engineers will be needed for many of the professional service jobs. Drivers and

other union-sanctioned operators will be needed, along with persons trained in mechanical maintenance. Construction of the initial operating segment and the planned Metro East Yard will generate between 250 to 300 construction jobs and approximately 55 professional services jobs during the three-year construction period. Construction workers must have apprenticeship skills and belong to one of several labor unions, including the Laborers, Teamsters, and Electricians unions. Persons trained in computer-aided design and other computer-based skills will be needed.

Hunters Point Shipyard

The redevelopment of the 500-acre Hunters Point Shipyard is projected to produce both temporary and permanent jobs in several sectors. Approximately 3,550 permanent jobs are to be created by the Shipyard's primary developer, Lennar/BVHP, in the next ten years. An economic development analysis commissioned by the City's Planning Department has identified a number of target industries that have been brought into the plan developed by Lennar/BVHP. These include research and development, film and media production, light industry, and maritime uses. Additionally, retail commercial districts are planned that offer employment opportunities.

Mission Bay

The complete redevelopment of Mission Bay, directly to the north of Bayview Hunters Point and linked by Third Street, will provide numerous jobs in both temporary construction phases and in permanent facilities planned for immediate development. These facilities include the new University of California San Francisco campus focusing on biotech and medical research, associated biotech firms built surrounding the campus, and computer-oriented/new media concerns seeking proximity to downtown. As with the Shipyard, commercial retail businesses will also offer employment opportunities for residents of the Bayview.

The New San Francisco 49er's Stadium and Candlestick Mills Mall

The proposed redevelopment of the existing Candlestick Stadium into a new sports complex combined with a shopping mall could offer as many as 9,000 jobs over an anticipated five-year construction period. 2,500 of these jobs are projected to be in construction-related work; the project sponsors have committed to targeting Bayview residents to fill half of these jobs in the construction trades.

Another 1,000 jobs are to be filled by local residents who currently receive general assistance. The City's Department of Human Services, in conjunction with San Francisco State University's Urban Institute, is charged with analyzing and documenting detailed job creation statistics and providing information relative to linking local residents to those jobs.

COMMUNITY RECOMMENDATIONS

Improve Job Training Links to Education

Education and training for Bayview Hunters Point residents in skills demanded by the new economy go hand in hand. Education needed for meaningful employment include literacy and mathematics skills, but must go farther to ensure opportunities for advancement and career development.

THE COMMUNITY RECOMMENDS:

- The public and private sectors must work together to remove and/or mitigate barriers to training in all fields of employment. Especially important is engaging the assistance of unions to provide access to apprenticeship opportunities for area residents.
- Invite businesses to work with the Bayview campuses of City College and other local groups to develop education programs that help students understand and prepare for employer needs. Literacy and computer-based skills rank highest in terms of need.
- The City and community must require incoming New Media firms to educate and train local youth and residents in computer-based skills, including the formation of partnerships with existing internship and employment programs.
- Training organizations and public agencies should involve local schools and churches in developing linked programs. Create career day programs that build interest for youth and adults alike.
- Businesses should create career advancement programs for working parents that allows for their specialized needs, including childcare and self-paced classes.

Improve Job Training Links to Employment

Job training programs located in the community or working with local residents must ensure that people are truly being trained for the new economy. They must go beyond matching minimum employment skills to current jobs by empowering and guiding program participants towards better opportunities and career development.

THE COMMUNITY RECOMMENDS:

- Public agencies must widely communicate the First-Source hiring program to bring local residents into the new economy. The program should be expanded to include on-site training and identification of job creation from planned development and projects in the community. Oversight of agreements must measure effective cooperation and implement strict corrective actions as necessary.
- Job training programs must help graduates obtain jobs prior to or upon completion of the programs. The City should assess the capabilities of existing programs targeting Bayview residents to identify training and hiring gaps. City agencies and non-profit organizations must evaluate the success of these programs and adjust funding formulas accordingly.
- Responsible City agencies should evaluate the success of model training programs around the country to assess how they can be tailored to San Francisco and Bayview Hunters Point.

Require Private Industry to Support Community Initiatives

New businesses that locate in Bayview Hunters Point and large developers coming into the area need to work with the existing community in meaningful and comprehensive ways. Developers and business executives must be prepared to demonstrate how their project's objectives serve the goals of the community.

THE COMMUNITY RECOMMENDS:

- Developers must work with the community and document how their proposals fit with community goals and recommendations in this *Revitalization Plan*.
- Developers and new businesses must work with the City's First-Source hiring program and other job training programs to develop local hiring plans. This includes working with trade unions to provide on-site apprenticeship training programs during construction.
- Businesses that wish to locate in Bayview Hunters Point should offer mentorship programs for local youth.
- Large businesses with 40-plus employees should either provide on-site daycare facilities or help subsidize worker's childcare needs. All businesses should strive to allow their employees to have flexible work hours consistent with childcare availability.

Require Publicly Funded Projects to Support Community Initiatives

The numerous publicly funded projects planned in and around the southeastern part of the City provide job opportunities for many under- and unemployed Bayview

Hunters Point residents. Programs that require the hiring and training of local residents must be facilitated and stringently monitored by City agencies.

THE COMMUNITY RECOMMENDS:

- All publicly funded projects in Bayview Hunters Point must define how many under-skilled residents will be offered jobs, what kind of jobs are being offered, what actions will be taken to achieve defined employment goals, and how monitoring will take place. Once begun, they must monitor progress and report regularly to the community through appropriate City offices.
- Muni and the Department of Public Works must work with local job-training and youth mentoring programs early in their project process to bring residents into the job pool. This also requires working with trade unions to create on-site apprenticeship training programs during construction.

In conclusion, a significant number of Bayview Hunters Point residents need assistance in order to survive and prosper. The community's youth and single-parent households are especially vulnerable. It is easy for society to forget members who need help during prosperous times. Area leaders are calling for comprehensive analysis, accountability, and a community-based approach as new development comes into Bayview and the rest of the City. The key to success is in understanding the critical links between employment and education, training and childcare needs. While several beneficial job training programs exist, including the City's First Source Hiring Program, much more must take place at the neighborhood scale to meet the education and employment needs of residents. The next sections of Part I take this discussion about comprehensive programs into the areas of youth development, the special needs of community seniors, and public safety programs.



Performing arts programs offered by the Bayview Opera House are invaluable and should be strengthened. Courtesy Bayview Opera House.

C. PROGRAMS FOR STRENGTHENING OUR YOUTH

The community's success in educating, training and retaining its youth is of the utmost importance. Superior educational services must be offered to all young people, to help bring out their unique talents and develop the skills that will bring them success in the new economy. All residents and community leaders must actively advocate for supportive social and family services to strengthen youth so they may grow into productive, happy adults. And most importantly, the community's young people must be seen as full partners in the revitalization of Bayview Hunters Point.

This section reviews issues and needs for education, career planning, supportive social services, and cultural development. The recommendations made by the community to strengthen our youth are:

- *Improve our community's schools and increase educational opportunities for local youth, especially those most at-risk for dropping out before achieving basic literacy skills and a high school diploma;*
- *Improve education links to higher education and career development, including mentoring and entrepreneurship programs;*
- *Improve existing youth services by building efficiency and accountability into publicly funded operations; and,*
- *Advocate for increased recreation, culture, and entertainment facilities.*



*Educating its youth is one of Bayview's top concerns.
Courtesy Literacy for Environmental Justice.*

EDUCATION AND CAREER COUNSELING ISSUES

Education issues are forefront in meeting the community's goals for social as well as economic revitalization. Since the 1983 Consent Decree ordering the desegregation of the San Francisco Unified School District (SFUSD), the Bayview Hunters Point community has seen some improvement of its educational facilities, but little progress in academic achievement. While citywide student performance has climbed over the past five years in San Francisco, overall grade point averages for Black and Latino students have remained low and too many young students of color do not achieve the fundamental goal of a high school diploma. Many of these students lack even the most basic literacy skills.

As explored in some detail in Chapter 2, Black youth in San Francisco have the lowest academic performance of students citywide. The median grade point average (GPA) of Black high school students in public schools is 1.81 (C-), while the median GPA of Black middle school students is 2.12 (C). The major reason cited for poor performance is absenteeism. Black high school students accounted for half of all city school district suspensions, though they represented only 17 percent of the entire SFUSD student body in 1997-98. Only 32 percent of Black high school students and 61 percent of Black middle-schoolers attend all their classes.

The desegregation order causes two-thirds of all Bayview students to be bussed outside of their community. While it brought special state funds into disadvantaged city schools for local improvements, not all local schools have seen equal investments. In Bayview Hunters Point, these investments have improved the Dr. Charles Drew and Dr. George Washington Carver elementary schools. While there are respectable high schools in San Francisco where the community's youth are sent, such as Philip & Sala Burton and Thurgood Marshall schools, one of the greatest problems identified by residents is the lack of a community high school in Bayview Hunters Point. Without it, the kind of parent-student interaction and involved support that characterize the best schools in the state is not possible.

KDG Architects conducted a series of Bayview youth surveys and workshops in 1997 whose findings provide insight into what young people themselves think is critically important and what they need in order to do better educationally. Three-quarters of the Bayview Hunters Point youth who participated in the focus groups stated their greatest worries centered on the following educational issues:

- Finishing high school or college
- Getting a scholarship or financial aid
- Worries about the quality of education
- Getting admitted to the college of their choice
- Being academically prepared for the future.

The remaining 25 percent of the respondents were worried about racial discrimination, personal health and safety, teen pregnancy, and environmental pollution. These concerns are understandable, but there are several points of light on the horizon. Prospects for getting a competitive education in the community are growing as parents and educators, students and concerned citizens push to create institutions that set and maintain high academic standards.

One new model is the Gloria Davis Middle School. This alternative school has a core curriculum of science, math, and technology with a focus on an approach called "project-based learning." Not only does the school provide a superior curriculum, it also serves as a "beacon school" for the community; public school students of all ages can get tutoring, vocational education, and computer training. Childcare, intergenerational activities, and family mental health services are available for all Bayview residents.

"Put poor children in a challenging environment, let them know that you believe they are capable, and they rise to the occasion every time."

GLORIA R. DAVIS, *visionary educator*

The increasing number of private schools in Bayview Hunters Point provides another option for students seeking a good education. For example, the Archdiocese of San Francisco plans to establish a parochial school in the facility currently occupied by the San Francisco Educational Services (SFES). The Joint Center for Political and Economic Studies, an African American think tank, found that Black parents tend to support school vouchers, concluding that 86 percent of Blacks between the ages of 26-35 approve of private schools. This reflects a national trend of attracting lower-income students to private schools. A recent Harvard University study showed that low-income students in private schools performed substantially better than those in disadvantaged public schools.

At the most basic level, public schools have suffered from a low level of investment per student. California ranks 46th out of the 50 states for this degree of investment in our youth. Black children have suffered from even less investment as their local schools go without maintenance needs being met, without investments in the best teachers, and little in the way of curriculum development.

EXISTING SOCIAL SERVICES FOR YOUTH

The network of social services to local youth in the Bayview has grown as a result of changes in education leadership and increased City funding. Several City agencies together allocated over \$16 million in funds in 1998 for programs

and operations that directly serve Bayview Hunters Point youth (see table below). The single largest allocation, \$7 million, came from the City's Department of Public Works for the construction of the King pool house.

Despite the large amount of money shown in this budget, there is no measure of how effective the investment is by tracking expenditures keyed to targeted goals. The City's Department of Human Services is leading a citywide effort to collaborate with private social service providers to assess the effectiveness of these programs and define measures to improve services at the neighborhood level. Once again, accountability must be built into the system.

One directly measurable improvement is the One-Stop Resource Center located at the Southeast Facility. The Center provides information on all city services, job training, and education opportunities. Requests for services to be co-located are increasing. Only one social service agency in the Bayview, The Senators, owns its operating facility.

As the community grows, many service organizations will be forced to relocate. San Francisco Educational Service is one such organization that must relocate in the next two years. Plans to concentrate important community-based organizations in one area would serve to encourage greater use by youth through increasing the visibility of services. Many non-profit organizations need critical support that could be provided by sharing facilities, services, staff and equipment. This could also maximize efficiency by reducing duplication of efforts and services, further helping to close the gap in existing services.

Youth Mentoring and Career Development

Career and educational counseling are needed if young people are to negotiate the challenges of today's working world successfully. Tutoring and mentoring programs play a critical role in enhanced school-based education.

Figure 19: City-funded Services to Bayview Hunters Point Youth

Art Commission	\$ 241,750.00
Recreation and Parks Department	\$ 4,220,000.00
Mayor's Criminal Justice Program	\$ 328,061.00
San Francisco Unified School District	\$ 3,257,441.00
Department of Children, Youth, and Families	\$ 957,000.00
Department of Public Works	\$ 7,200,000.00
Total	\$16,204,252.00

Source: SF Empowerment Zone Strategic Plans FY 1998-99

Teaching young people important life skills is another crucial element of any plan designed to develop their abilities and increase their chances for success.

Mentoring programs tied to local businesses are desirable in light of the fact that Bayview Hunters Point youth are unaware of the opportunities that exist in their own community, believing there are no jobs here. The 1997 KDG study relates: "We told the youth that 30,000 jobs exist in the BVHP community, but only 1,500 residents work in those jobs. They were unaware of the jobs in the Bayview and most did not consider working in Bayview when they finished school because they were not aware of (there being) jobs here."

When asked what type of jobs would interest them, Bayview youth replied:

30 percent: Serving Others (Medicine, Childcare, Hairstylist)

25 percent: Owning or Operating a Business

25 percent: Creating Something (Dancer, Artist, Architect)

10 percent: Manufacturing a Product

10 percent: Selling a Product or Service

Connecting Bayview youth to existing youth entrepreneurial programs should complement new mentorship programs that offer education, training, business support, and financial assistance to students. The need for mentorship programs that educate youth about the business and job opportunities around them is crucial to their leadership development. This is especially the case as young people of color are often not able to enter into the computer-based economy offering the best career opportunities. As important is developing an in-depth understanding of what youth themselves are interested in: their dreams, goals, and motivations. The only way to accomplish this is to create open lines of communication and build nurturing relationships of trust.

COMMUNITY RECOMMENDATIONS

Improving Our Community's Schools

Successful provision of elementary and middle school educational services must include similar efforts for a local high school. Bussing Bayview Hunters Point children out of their community has not been a success despite achieving goals for increased ethnic integration. As the community continues to grow and the adjacent Shipyard is rede-

veloped, the need for community-based schools with advanced curricula becomes critical. What is needed in particular is a community-based high school with advanced technology.

THE COMMUNITY RECOMMENDS:

- The community requires an integrated learning approach to see our youth educated for 21st Century opportunities. Revitalization strategies must incorporate the long-term development of youth in Bayview Hunters Point through coordinated education and job training.
- The San Francisco Unified School District must provide superior educational training that focuses on math, science, technology, and the performing arts. This includes increased services for existing local schools and the development of a new community high school.
- The community supports the "Beacon School" approach including tutoring, vocational education, and computer training with traditional classes for all residents. This approach also incorporates programs designed to develop needed life skills that build self-esteem.

Improving Existing Social Services

A major criticism of existing efforts has been the lack of accountability in expenditures of public funds earmarked for Bayview Hunters Point youth. Many residents feel cut off from decision-making and left out of the process. With this much money at stake and so many children in dire need, the community demands definition and assessment on a regular basis. Also of concern is the lack of awareness exhibited by youth of programs and services in their own backyards. Without a local high school or single point of contact, the need to bring programs to the youth requires other site-based solutions.

THE COMMUNITY RECOMMENDS:

- The Mayor's Office and other government agencies must demand accountability from services, organizations, agencies and other who provide services using public funds. Involve and educate community members about their role in this process.
- Organizations that serve youth and provide information about job training or potential employment should be located in the Town Center area.
- The community seeks expansion of existing childcare center capacity and the creation of new facilities that are centrally located, including a Sick Child Care Center.
- The community requests the creation of a new satellite community center in the Bayview Hill neighborhood to address these residents' special needs.



These young entrepreneurs are being paid to record and formally document discussions at community meetings.

Mentoring Services and Entrepreneurial Programs

Career and educational counseling are needed if young people are to successfully negotiate the challenges of today's working world. Tutoring and mentoring programs will play a critical role in enhanced school-based education. Teaching young people important life skills is another crucial element of any plan designed to develop their abilities and increase their chances for success.

Black Enterprise Inc.'s Kidpreneur Program is an excellent national resource that acts as a model for local programs. One excellent local program is the San Francisco Youthworks Program sponsored by the Mayor's Office. Other local models include the Columbia Park Boys' and Girls' Club "Sunshine Sidewalk Cleaners" operation.

THE COMMUNITY RECOMMENDS:

- The City must work with the community to develop linkages with target industries to identify meaningful jobs for youth in technology, sports industry, construction, new media, and business management, including "youth-driven" businesses in the clothing and music industries. This includes developing mentor programs in association with area employers and local groups.
- The City should create a unified job bank with job pre-screening services coordinated with the First Source Hiring Program. Youth awareness of job training opportunities throughout the City must be increased.
- The City should work with the school district and local non-profit organizations to create new and support

existing Youth Mentorship and Entrepreneur Programs.

- The community must lobby for the construction of a large technologically advanced job-training facility in the community.
- At-risk youth should be employed in all public works and environmental restoration projects.

Programs for Recreation, Culture, and Entertainment

Opportunities for youth entertainment, recreational and cultural activities are lacking in the Bayview Hunters Point community. Some park facilities are antiquated and not adequately maintained, while others lack youth programming. The area also lacks movie theaters and modernized cultural facilities. The operating budget for the Bayview Opera House will double this year to alleviate funding difficulties, but no capital funds are available for needed physical improvements.

THE COMMUNITY RECOMMENDS:

- A Children's Center should be created that includes a tech center, roller and ice skating rink, learning-based childcare facilities, video game room, bowling alley, snack bar, playground, and conference rooms.
- The Bayview Hunters Point Children's Center should be:
 - 1 modeled on the Yerba Buena Gardens Children's Center;
 - 2 developed in conjunction with the Bayview Opera House expansion; and,
 - 3 located in the Town Center.
- The City should provide expansion funding to the Bayview Opera House to include an arts and technology school.
- The City and community must work together to create new recreational and cultural facilities in Town Center area.
- All agencies must work together to create safe places that are strongly youth-identified, where young people are the primary audience.

The program recommendations for youth development seen in this *Revitalization Concept Plan* are only a beginning. Community leaders must empower youth with a sense of their shared destiny as important stakeholders in the future of Bayview Hunters Point. The most elemental basis for self-esteem is to understand one's ability to make change, to have an impact upon the world. The first step is creating a Youth Development Committee within the PAC to advise and guide the implementation of these recommendations.



Bayview Hunters Point Multipurpose Senior Services, located at 1706 Yosemite, will be celebrating 30 years of service to the Bayview community in September, 2001. Courtesy Bayview Hunters Point Multipurpose Senior Services, Inc.

D. PROGRAMS AND SERVICES FOR COMMUNITY ELDERS

Approximately 17 percent of area residents are 65 years or over. These figures are expected to increase as the population ages. The ethnic breakdown of seniors in Bayview Hunters Point is approximately 64 percent African American, 16 percent Asian, 14 percent white, and 6 percent Latino. The typical profile of a Bayview Hunters Point senior is an African American homeowner with an average annual income of \$15,000 or less. Comprising 60 percent of all area homeowners, community elders have been described as "house rich but cash poor." In 1996, over 30 percent of these seniors were eligible for Medi-Cal, compared to 20 percent citywide.

This section reviews issues and needs for services and programs that serve our community elders. The recommendations made by the community are:

- *Provide for senior resident's unmet Health Care needs;*
- *Provide for financial management and case management needs;*
- *Increase transportation services for seniors;*
- *Improve housing assistance and providing affordable housing ;*
- *Provide for fresh food needs and improving nutrition services;*
- *Create a Senior Center; and,*
- *Increase employment opportunities for seniors.*

EXISTING SENIOR SERVICES AND SERVICE PROVIDERS

"Many of our seniors came to San Francisco during World War II when there was a huge demand for workers in the Navy Shipyard at Hunters Point.

Many of these workers became homeowners, while others became residents in rental units, subsidized housing complexes and public housing projects. These seniors, residents of San Francisco for five decades, are now in need of care, in many instances, simply due to the aging process. There are not enough facilities available to care for this population in or near where they call home."

SOURCE: "Honoring Our Elders: Building an Aging Campus," National Black Aging Network and the Bayview Hunters Point Multipurpose Senior Services Center.

The San Francisco Commission on the Aging (COA) is the lead public service agency funding direct services for seniors via contracts with community-based non-profit and public agencies. In 1998, COA funded \$13 million to service providers citywide, with \$378,000 for direct services to seniors in Bayview Hunters Point. The five senior service agencies funded by COA are: Bayview Hunters Point Multipurpose Senior Services, Inc., Bayview Hunters Point Network for Elders, Project Open Hand, Meals on Wheels of San Francisco, and the Western Addition Senior Citizens Service Center. Other city departments offer a variety of services to elder residents of the City, including the Department of Human Services, Department of Public Health, Muni/Para-transit, and the San Francisco Police Department.

After reviewing services currently available to community elders, gaps in meeting these valued residents' needs will be examined along with recommendations made by the community for this *Revitalization Concept Plan*.

Bayview Hunters Point Multipurpose Senior Services, Inc.

Bayview Hunters Point Multipurpose Senior Services, Inc. was established in 1971 to provide direct services to elders in the community. It is the largest senior program in Bayview Hunters Point, receiving approximately \$168,000 annually from the COA, with some additional funding from other sources.



The Network for Elders helps seniors help themselves through constant education about existing programs and services. Courtesy Network for Elders.

The three primary programs operated by the organization are:

1 Bayview Hunters Point Senior Center

The Senior Center provides noon meals, SHARE food program, intervention and referral, social services referrals, recreational activities, educational programs, trips and special events.

2 Adult Day Health Center

This state-funded health center was established in 1985 to provide nursing and personal care, social work, physical therapy, occupational therapy, speech therapy, and nutrition counseling. The Center's health care program focuses on persons who have had strokes or heart attacks, and those who suffer long-term illness including cardiac problems, arthritis, and other debilitating diseases.

3 In-home Support Services

The Bayview Hunters Point Senior Center is a member agency of the San Francisco In-Home Support Services Consortium. Services are provided to seniors and persons with disabilities who have Department of Social Services authorization who require trained attendants, on-going case supervision, information and referral counseling, and emergency backup in times of severe illness.

OTHER EXISTING SERVICE PROGRAMS FOR COMMUNITY ELDERS

Bayview Hunters Point Network for Elders

Two organizations developed out of Bayview Hunters Point Senior Services are the National Black Aging Network and the Bayview Hunters Point Network for Elders. Since 1989, the Bayview Hunters Point Network for Elders has assisted

seniors to become more independent. The Network's primary clients are senior homeowners, serving more than 300 clients. The Network educates the public about services available to seniors, delivers monthly food boxes to the homebound, provides transportation services, holds health seminars and organizes volunteers to do home repairs and yard work. Most recently, the Network has become the manager of the Bayview Hunters Point Senior Central Information Referral Services and Financial Management Services, both sponsored by the COA.

Project Open Hand

Since 1998, Project Open Hand has been providing daily lunches to over 850 seniors at 17 different locations in the City. Sites serviced in Bayview Hunters Point are the Joseph Lee Recreation Center and All Hallows Senior Housing. Volunteers help prepare, package, serve and deliver meals.

Meals on Wheels

Meals on Wheels started in 1970 as a volunteer organization and now serves over 600,000 meals to the City's senior population. In 1995, Meals on Wheels opened its own state-of-the-art, 7,000 square foot kitchen with a staff of 30 in Bayview Hunters Point. As of 1998, the program served over 78,000 meals to homebound seniors in the community,



Seen here, seniors learn first hand about a health/fitness program and exercise regimen tailored specifically to seniors. Courtesy Network for Elders.

offering clients two meals per day, nutrition counseling and referral services targeted to Bayview Hunters Point seniors.

Muni Para-transit Services

Para-transit services are available to all persons with disabilities, not necessarily based on age. More than 13,000 people with disabilities used the services last year. These services include a lift-van for trips by wheelchair users, a group van for 10 or more persons to a common site, taxi scripts for individuals and ramped taxi service. Para-transit provides group van services to the Bayview Hunters Point Senior Center and the Adult Day Health Program. Through a needs assessment, Muni determined that some riders fall into a "gray area," where they do not meet the Americans with Disabilities Act (ADA) criteria for these transportation services, but have difficulty using public transportation. Muni initiated a pilot program, "Para-transit Plus," to service this type of client. However, the program is small, with fewer than 100 customers, and riders must be over 85 years old or be former para-transit customers that no longer meet ADA requirements. Other transportation programs include group van services to senior meal sites, and shopping, recreation and medical trips funded by the COA, Public Transportation Commission and the San Francisco Transportation Authority fund. Additionally, the John King Center accepts taxi scripts for van services and has six vans to serve local seniors.

Southeast Health Center and the Silver Avenue Health Center

The Southeast Health Center and the Silver Avenue Health Center are both part of the Department of Public Health's Community Health Network. The Southeast Health Center, located at 2401 Keith Street (at Armstrong), offers a daily by-appointment clinic for primary care and a part-time/afternoon drop-in Nurse Clinic. The Silver Avenue Health Center, located at 1525 Silver Avenue (at San Bruno/Interstate 101), is another primary care facility, by-appointment daily. These two facilities provide the only medical services in Bayview Hunters Point community.

Bayview Hunters Point Senior Escort Patrol and Crime Prevention Services

The San Francisco Police Department funds the Bayview Hunters Point Senior Escort Patrol and Crime Prevention Services (SEPCPS) to prevent the victimization of community elders. SEPCPS services include walking patrols in high crime areas, parks, medical facilities and senior events, and transportation for group shopping. More than 3,700 elders were served citywide in 1998.



The Network for Elders and SLUG collaborate to provide yard assistance to seniors. Courtesy Network for Elders.

Western Addition Senior Citizens Service Center

Western Addition Senior Citizens Service Center prepares and delivers hot meals seven days a week to eight sites city-wide, including both of the Bayview Hunters Point Multipurpose Senior Services sites. The Center also provides over 550 hot home-delivered meals to homebound elderly.

AN ASSESSMENT OF UNMET SENIOR SERVICE NEEDS

Despite the wide array of existing programs and the City of San Francisco's reputation as a leader in providing high quality and innovative senior services, the demand for services in Bayview Hunters Point is increasing with the growth of the area's senior population. The bottom line is that programs are under-funded comparative to need. In 1997, the City's Commission on the Aging conducted an assessment of San Francisco's senior service system, with the following findings:

- San Francisco's senior services system was fragmented, resulting in gaps to services for seniors, especially those in under-served neighborhoods such as Bayview Hunters Point
- A lack of senior services existed in the South Central district of the City
- There was a need for a single point of access for information about senior services
- Improvements were needed to transportation, housing and safety services for all seniors.

The Commission identified 10 focal point areas within the City to establish district planning councils composed of both service providers and local seniors. These local councils assist in developing work plans for each area. The result is the San Francisco Commission on the *Aging Area Plan 1997-2001*, which provides a comprehensive assessment of the City's senior service needs with goals and objectives for meeting them successfully. The initial outcome was the establishment of 10 "Senior Central" offices, one-stop neighborhood resource centers for elders. The Bayview Hunters Point Senior Central office opened in May 1999, under the direction of the Bayview Hunters Point Network for Elders.

In November 1998, the Commission on the Aging Advisory Council and the senior central planning council for Bayview Hunters Point sponsored a Neighborhood Senior Central District Town Hall Meeting to determine the unmet needs of its seniors. The report on this meeting, *Unmet Needs Assessment Services Prioritization*, identified the demands on current senior services and seniors' unmet needs in Bayview Hunters Point. The highest unmet needs include health services, money management and case management for frail elders, affordable housing, nutrition services, and transportation services. The following recommendations look at each of these issues and provide direction for the future update of the COG's area plan.

COMMUNITY RECOMMENDATIONS

Providing for Health Service Needs

Health service needs were cited in every community workshop and outreach activity as a priority issue to be addressed during revitalization planning. These services include health education and the need to obtain public assistance to access Medi-Cal, Medicare, and Supplemental Social Insurance. In addition, there is a dire need for mental health services, since neither of the nearby health clinics provide such services.

THE COMMUNITY RECOMMENDS:

- Expand the Health Insurance Counseling Advocacy Program (HICAP) to promote greater awareness of how to obtain public benefits and access health services.
- Expand the Southeast Health Center to become a full-service medical facility. Health care services of primary, specialty, and other medical services should include mental health services, dentistry, optometry, audiology, podiatry, speech services, pharmaceutical services, physical occupational and recreational thera-

pies, an on-site physician and a community biomedical ethics program.

- Create a “senior district” and Aging Campus in conjunction with health facilities.
- Improve health services within Bayview Hunters Point to include more senior-specific services and hospital services. A geriatric research lab focusing on aging research linked to local research hospitals and universities is a major step in the right direction.
- Increase health services within Bayview Hunters Point that specifically meet the needs of local seniors such as In-Home Care Support and a Respite for Caregivers program. Provide access to both traditional and alternative health services.

Providing for Money Management and Case Management Needs

Money management for the elderly population is a very high priority for the community in meeting senior residents’ needs. More awareness of financial and physical abuse of seniors is required. Legal representation is necessary for adequate estate planning. Bayview Hunters Point lacks these financial counseling and management services. Reliable and trustworthy money management services and case management counselors are needed to support frail or homebound elderly so they may remain in their homes as long as possible, ensuring their independent lifestyles and the ability to remain in the community.

THE COMMUNITY RECOMMENDS:

- Expand existing programs to meet the demand for these services, including respite care to support grandparents who provide childcare, and especially where parents are absent due to substance or alcohol abuse. The Multipurpose Senior Services has established the “Grandparents Who Care” support group and the Intergenerational Program at Gloria Davis Middle School to assist grandparents. However, greater funding is needed to support this special group of seniors.
- Provide Adult Day Health Care subsidies for seniors on a fixed income who can not meet Medi-Cal income requirements.
- Provide In-Home Supportive Services to help seniors who do not meet Department of Human Services criteria or need immediate help in the interim waiting period. Funding to support a “telephone reliance/friendly visiting” program is also suggested.
- Improve case and money management services, coordinate senior service providers, and enhance senior centers to accommodate additional services.

Housing Assistance and Affordable Housing Needs

The general need for affordable housing is much worse for community elders, often on meager fixed incomes. According to “The State of Seniors Housing Report” of 1998, all major property types designed for seniors — including congregate living, assisted living and nursing homes — have median occupancy rates above 95 percent with an average waiting period of more than three years for placement. This demand for specialized senior housing is especially high in San Francisco, illustrated by the Independent Housing Services study, highlighting an immediate need for at least 11,000 supportive housing units in San Francisco for frail elders.

To meet the demand for senior housing, the Bayview Hunters Point Neighborhood Senior Central District Advisory Council has recommended building new housing for seniors along the Third Street Corridor near planned Muni Light Rail stations. Another recommendation is to build several small “board and care” homes, designed to serve six to eight people, or other assisted-living options. Equally as great as the need for new senior housing development is the need for services which sustain seniors’ ability to remain in their homes and in the community. Bayview Hunters Point senior homeowners need home improvement programs and services, especially increased access to safe handyperson services, improved home repair and safety programs and improved rehabilitation loan programs for low-income homeowners.

THE COMMUNITY RECOMMENDS:

- Develop housing assistance specifically for seniors through increased investment in City programs that assist low-income homeowners.
- Improve Single Family Retention Housing Programs by increasing access to registered handyperson services, improve City-provided home repair and safety programs, and revise the City’s rehabilitation loan programs for low-income homeowners targeting seniors.
- Expand affordable housing opportunities for community elders by building new housing units on Third Street and building more small board and care homes (six to eight people) on infill lots throughout the central part of the community. Explore more assisted living options for larger developments.
- Develop new senior housing near the Southeast Health Center. A variety of affordable and market rate housing units should include one- and two-bedroom units, short-term housing projects, hospice units, assisted-living units, and a long-term care nursing unit with skilled professionals.



Expanded and centralized food and nutrition services are in demand. Courtesy Bayview Hunters Point Multipurpose Senior Services, Inc.

Food and Nutrition Services Needs

The three organizations providing nutrition programs in Bayview need to expand capacity in order to meet the demand for their services, with priority given to home-delivered meals. Project Open Hand, the leader in home-delivered meals in the City, currently serves 133 Bayview Hunters Point seniors but many more are on the waiting list due to a lack of funding. The Western Addition Senior Citizens Service Center, which delivers hot meals to homebound seniors, would double its capacity with a new vehicle and additional funding for food.

There is also a very strong expressed need for a full-service grocery store or supermarket and more drugstores in Bayview Hunters Point. Currently seniors, like many other residents, travel outside of the area for much of their food shopping, especially for specialty ethnic foods and fresh produce. A weekly or bi-weekly farmers' market would benefit residents greatly. Many older residents would also benefit from community gardening activities, both for exercise and for food production — even providing additional income raised from sales of their produce.

THE COMMUNITY RECOMMENDS:

- Improve nutritional services by expanding the capacity of all existing home-delivered meal programs.
- Enhance nutritional education services to homebound seniors and in congregate eating facilities by increasing operational and purchasing capacity of existing service providers. Funds are especially needed for the purchase of food products and transport vehicles.

- In conjunction with the creation of a Community Aging Campus, fund and develop a central dining and banquet facility with a seating capacity of 200 designed to accommodate daily meal service to elderly residents.
- Create opportunities to increase healthful produce supplies to the community through farmers' markets and community gardens, with specially designed areas for seniors.
- Support the development of grocery stores, drugstores, nutrition supplement stores, specialty ethnic foods stores, and other retail commercial development along the Third Street corridor and Town Center.

Transportation Service Needs

Community elders have cited accessible transportation as a critical need for their well-being and ability to obtain nutrition and health services, and for grocery and other shopping. Public transit is the most highly utilized of all transportation programs by seniors, followed by para-transit van, taxi script, and senior escort programs. In workshops, seniors have asked for Muni service expansion and physical improvements, such as providing more places to sit while waiting for buses, especially at transfer points on the 54 line. The expansion of para-transit services was also mentioned repeatedly.

The Senior Central District Advisory Council has also suggested a grocery shopping shuttle service and motorized grocery shopping carts. The Senior Escort Program currently provides opportunities for group shopping and social and recreational trips, but it is limited by the lack of vehicles and should be expanded because it offers services not available from para-transit. The City's taxi voucher program offers limited services to Bayview Hunters Point but is often described by seniors as "too slow" or "too difficult" to use. There is also a need to have better information about those transportation services that are available, such as the Network for Elders volunteer-based transport service bringing elderly clients to medical visits and on shopping trips.

THE COMMUNITY RECOMMENDS:

- The Bayview Hunters Point Senior Central office should lead the enhancement of coordination between group transportation services.
- Increase individual and group van services by expanding the Senior Escort Service Program, and the Para-transit Plus Program. This includes the enlistment of volunteers for volunteer-based programs.
- Expand the Senior Escort Services Program with new vehicles and programs that support senior transportation to and within shopping areas, including a grocery shopping shuttle service and motorized grocery shopping carts.



Beyond services, Bayview's senior service agencies also provide camaraderie and an enriched social life filled with events and celebrations. Courtesy Network for the Elders.

- The highly used #54 Muni service line should add bench seating at bus shelters to accommodate seniors. This includes provisions for the new Third Street Light Rail station areas.

Senior Center Enhancements

Bayview Hunters Point lacks social activities and recreational services for seniors. Currently Bayview Senior Housing, Bayview Pool House, Bayview Senior Services Office and the Southeast Health Center are all within a one-block area. This area could be a safe and comfortable gathering space for community elders, with co-located development such as grocery shopping opportunities and drug stores. Physical enhancements are needed at senior facilities to support cooking, computer classes, and social activities. The YMCA is currently interested in building a new facility in Bayview Hunters Point and should be planned to accommodate seniors.

THE COMMUNITY RECOMMENDS:

- Create a centralized senior district near the Southeast Health Center with identifying signs, lighting, landscaping and bulb-outs for small game-playing areas, and mini-parks.
- Develop an "Aging Campus" on 10 to 20 acres to provide comprehensive care for all seniors from independent seniors to frail elders including housing, health care, social and economic services, educational, cross-cultural and recreational services, a dining facility and geriatric research facilities.

The aging campus should include:

- Educational, cross-cultural, and recreational services including adult daycare, after-school program and adult school.

- Performance space, art gallery, library and music studio, pool, spa, tennis courts and community garden.
- In-Home Care Support services and respite care for grandparents and caregivers of children.

Employment Opportunities for Seniors

As more Bayview Hunters Point residents reach retirement and people live longer, there is a need for increased connection to employment opportunities for seniors. Many residents often held jobs that did not offer pensions and other long-term benefits. Some seniors need opportunities to exchange their life skills for other services without using currency. Currently, the Bayview Hunters Point Multipurpose Senior Services program provides a "Handyman Program," allowing skilled seniors to use their plumbing, carpentry, electrical and other skills in this manner.

THE COMMUNITY RECOMMENDS:

- All businesses in the community should create employment opportunities for able elders in new and existing social and economic services including transportation, counseling, legal aid, accounting assistance, conservation programs, financial counseling, employment counseling, AIDS education and counseling, substance abuse prevention and other programs.
- Agencies and organizations should provide professional money management and counseling services to seniors by establishing neighborhood-based financial planning programs for elders.
- Develop businesses in the community asked for by seniors, including barber shops, beauty salons, cafés, laundry services, movie theaters, and postal, housing and personal care services.

All the proposed projects and programs discussed in this section require collaboration between city, state, and other government agencies with community-based organizations, non-profits and other local groups. Existing resources and providers should take advantage of the recently established Bayview Hunters Point Senior Central office and Senior Central District Advisory Council to coordinate services for community elders and eliminate existing service gaps.

A major desire expressed by participants in the creation of this *Revitalization Concept Plan* is to increase the participation of local seniors in the Bayview Hunters Point District Advisory Council established by the City's Commission on Aging. Community seniors should be part of all revitalization endeavors and be called upon to help solve local problems. Most of all, this community wants our esteemed elders to know how much their wonderful presence in community life is valued.



Bayview's newest mural at Third and Carroll is but one testament to the tradition of public art that community members wish to continue.

E. PUBLIC SAFETY AND COMMUNITY WELL-BEING

Improving public safety and security is another top concern for community leaders, business owners, and residents alike. In every public workshop and forum, reducing crime and creating a feeling of community well-being was determined a cornerstone of revitalization planning for Bayview Hunters Point.

The recommendations made by the community for increased public safety and well-being are:

- *Strengthen public safety programs through education, outreach, and community participation;*
- *Create better relationships with community-based police and provide community service arrangements for minor offenders; and,*
- *Make public safety improvements that enhance the real and perceived environment of the community.*



A multi-agency effort could help to turn a vacant property/storefront along Third Street into an opportunity for the placement of a satellite/storefront police office.

AN OVERVIEW OF COMMUNITY CONCERNS AND CRIME TRENDS

The community's deep concerns about public safety are not new: a 1991 survey asked 100 Bayview Hunters Point business owners for their opinions about why more people did not frequent Third Street merchants. Nearly three-quarters of the respondents believed the four "extremely important" constraints affecting potential shoppers were crime, drugs, loitering and the unsafe public image of the Third Street corridor.⁶

These perceptions are not unfounded: according to statistics provided by the San Francisco Police Department, crime in Bayview Hunters Point during the years 1991 to 1995 accounted for an increasing percentage of citywide crime. Rates of aggravated assault, residential burglary, and statutory rape were all substantially higher than the City's averages. Over 10 percent of the aggravated assaults in the City occurred in the Bayview, though the community's population is only 6 percent of the City's total. Meanwhile, residential burglaries and statutory rapes both increased by 4 percent while the City's totals decreased dramatically.⁷

A 1997 citywide survey showed little change in the public's perception of safety in Bayview Hunters Point.⁸ Although the community is characterized by stable residents and homeowners, a negative perception of crime is created by the image and appearance of Third Street with liquor stores and loitering, vacant buildings and lots, and security bars or gates covering most storefronts. Residents of southeastern San Francisco, including Bayview, felt less secure here than in other parts of the City: during the daytime, 50 percent of southeastern residents felt safe compared with 80 percent in other neighborhoods. At night, less than 25 percent of southeastern residents felt safe compared with over 45 percent citywide. These perceptions are validated by understanding that while crime rates have declined in San Francisco, crime rates in Bayview have largely remained constant.

Liquor stores are a major concern to all residents and discussion surrounding them has been a recurring topic in community meetings. There are at least 64 liquor outlets in the Bayview, with 11 concentrated along the nine blocks of Third Street in the Town Center; on each block, there is a liquor store or grocery store selling liquor. There is also a high correlation between liquor stores and crime on Third

Street, with an average of 9,000 incidents reported to police in 1998.⁹ Liquor stores and outlets attract loitering and are the primary location of graffiti in the area.

The Police Department works with the State Department of Alcohol Beverage Control to enforce laws created in 1996 under the Retail Operations Standards Act. This act allows law enforcement agencies the power to force liquor license holders to maintain "clean and safe premises," including clean sidewalks and the deterrence of loitering, or risk having their licenses suspended. On-going enforcement requires vigilance on the part of the community.

COMMUNITY RECOMMENDATIONS

Strengthening Public Safety Programs

There is a direct link between public safety and economic revitalization. A safe, attractive public environment in Bayview Hunters Point, particularly along the Third Street corridor and in the Town Center, will attract more patrons to local businesses and increase the well-being of all residents. At the same time, minor offenders are also members of the community and should be dealt with justly. The following recommendations are only a beginning to solving the larger social problems affecting Bayview Hunters Point, providing a framework for an on-going dialogue among community residents and City agencies.

THE COMMUNITY RECOMMENDS:

- Require the San Francisco Police Department to increase bicycle patrols as an effective means to deter crime in the Town Center while also bringing them closer to the public they serve, laying the groundwork for a partnership between residents, store proprietors, and police officers.
- Encourage and sponsor public safety events including school and church group presentations, neighborhood association meetings, and street fairs. This provides another means of building productive relationships with the community's police officers.
- Develop a Safe Walk program where residents, especially youth, have a number of locations where they can find a safe harbor when needed.
- Require the enforcement of the Retail Operations Standards Act for all liquor outlets in Bayview Hunters Point.
- The City should create community courts for minor offenders, defining types of community service as restitution for breaking minor laws. Community service should be coordinated with local graffiti abatement and trash removal programs, with a special focus on Third Street.
- Community residents must act to strengthen the "Respect the Neighborhood Program" (ROSES) and other neighbor-

hood crime reduction programs. Local police must help organize and implement this community-based effort.

Making Public Safety Improvements

Another means of increasing public safety and well-being is provisioning public space with improvements designed to reduce crime and creating a community police presence to distill poor perceptions of Bayview Hunters Point.

THE COMMUNITY RECOMMENDS:

- Create a storefront Police Station office on Third Street to provide information about safety programs, a safe harbor for youth, and most importantly, an immediate police presence in the heart of Bayview.
- Create a satellite police station office on Hunters Point Hill where residents can feel more connected to crime abatement efforts.
- All agencies and developers must incorporate police in the design review process for public space improvements and other project planning to gain their insight into where improvements can be made.
- Increase lighting in public spaces and streets, including more pedestrian-oriented lighting instead of a sole focus on pole lighting designed for automobiles. Invest in building-mounted lighting along Third Street and increase visibility wherever possible to deter crime.
- Increase pedestrian and bicycle safety through the creation of well-lighted and highly visible crosswalks at all intersections, including mid-block crosswalks where possible. Clearly marked bicycle lanes should be provided on all major streets.
- Set "Safe Design" standards for all new development utilizing accepted professional standards in design. Work with existing developments, especially housing, to redesign areas with defensible design principles.

The most important step towards increasing public safety and well-being in the Bayview Hunters Point community is getting all residents, merchants, and employers involved in the on-going discussion about solutions and obtaining their assistance to monitor existing enforcement programs. Education is a major part of this effort, which helps people to feel empowered and resourceful in solving community-wide problems.

Part II of this chapter of the *Revitalization Concept Plan* defines community-wide programs that focus on physical design improvements and standards set for the physical environment of Bayview Hunters Point. The programs described here in Part I for improving economic, social, and educational well-being in the community must work hand-in-hand with these physical and environmental programs in order to succeed. ■ ■ ■



CHAPTER 4

PART II: PHYSICAL PLANNING & ENVIRONMENTAL PROGRAMS FOR BAYVIEW HUNTERS POINT

In Part I of Chapter 4, important economic, social, educational, and public safety goals for the community were studied and recommendations formed for each. Part II addresses the physical revitalization of Bayview Hunters Point including transportation and infrastructure, environment and health, housing, and open space programs. Each of these four subsections reviews relevant information, explains existing programs that serve community goals, and provides community recommendations to guide revitalization efforts.

F. TRANSPORTATION AND INFRASTRUCTURE IMPROVEMENTS

Transportation planning focuses upon the efficient movement of people and goods. It also refers to the human quality of experience while in the public space of the street. The Bayview Hunters Point community seeks a balance between pedestrians, bicyclists, automobiles, transit vehicles, and trucks through comprehensive planning efforts. Beyond traditional transportation planning, important issues identified by the community include improving the physical environment in the Town Center, increasing the livability of residential neighborhoods, and enhancing public safety through improvements made in public spaces. The physical quality of streets also provides an important opportunity to express local cultural identity through artful amenities, landscape, and design standards.

While improving the physical environment is a priority, a comprehensive effort must address social and cultural needs. Bayview Hunters Point has suffered from a lack of convenient connections to the rest of the City for much of its history, impacting the 95 percent of employed residents who currently work outside the community. Residents must also travel to other neighborhoods because of the lack of local services and commercial outlets. This need to travel particularly affects the most vulnerable members of society: the elderly and poor who do not have access to automobiles or who cannot drive.

Community recommendations in Part I address some transportation-related needs through new programs, especially in creating a vital and sustainable Town Center and in meeting the special mobility needs of seniors. This section continues the discussion through a review of current characteristics and challenges of the existing transportation system and an examination of planned or proposed projects. Infrastructure for revitalization includes more than streets and transit facilities: lighting, utility networks, sewers and storm drainage systems are also important. The recommendations formed by the community address the following:

- *The Muni Third Street Light Rail Project*
- *The Bayview Connections Plaza and Pedestrian Plan*
- *Regional Transit Service*
- *The Community Truck Route Plan*
- *Residential Streets and Traffic Calming*
- *The Community Bicycle Plan*
- *General Parking Issues*
- *Public Utility and Infrastructure Improvements*

The recommendations made in this section serve to guide these improvements, so critical to the revitalization of Bayview Hunters Point. The environmental impacts of large-scale infrastructure systems such as the PG&E Power Plant and the City's Southeast Water Pollution Control Plant will be discussed in Section G, *Environmental Remediation and Community Health*, while overall goals for infrastructure improvements are covered here.



Notice the old rail tracks in front of the Oakdale Bar (Now the Clam House) on the currently auto-dominated Bayshore Boulevard and Oakdale Avenue intersection. Courtesy Bayview Merchants Association.

AN OVERVIEW OF CURRENT TRANSPORTATION SYSTEMS IN BAYVIEW HUNTERS POINT

Bayview Hunters Point has regional freeway access at three interchanges along U.S. 101 and one interchange at I-280 in the northwest part of the community. Primary access to the freeway system is provided by Bayshore Boulevard on the west and Cesar Chavez Boulevard on the north. Localized traffic problems with access to these freeway on/off ramps and bumper-to-bumper traffic conditions on freeways during rush hour act as incentives for motorists to use streets through the community as alternate routes to downtown San Francisco or the Peninsula.

Truck traffic through the Town Center and residential neighborhoods is a critical problem affecting the quality of life in Bayview Hunters Point. Access to and from I-280 ramps is particularly difficult for trucks that service industrial businesses, generally due to narrow streets and constrained turning conditions. The lack of a Bay Bridge connection on I-280 acts as a further inducement for trucks to use Third Street and other local arterial streets as through-routes for connecting with freeway access to the East Bay.

When arriving in San Francisco from the south by car, Third Street and Bayshore Boulevard offer the first opportunities

to leave the freeway system and enter the City on surface streets. As the major north-south corridor through the community, Third Street carries the majority of local automobile and transit traffic. Bayshore Boulevard borders the community on the west running parallel to U.S. 101, providing easier access to the freeway system than Third Street. It is generally more congested during rush hour and is characterized by automobile-oriented development and site planning. Bayshore Boulevard terminates at the intersection of Cesar Chavez Boulevard and U.S. 101. In comparison, Third Street is a broad, unobstructed corridor with direct physical and visual access to the City's downtown neighborhoods.

Existing Muni bus service for the community consists of eight lines. Five of the eight offer cross-town service, among the most heavily used in San Francisco. The Third Street Light Rail Project, planned for completion by 2004, will greatly enhance transit service for Bayview Hunters Point and create amenities with public safety features at transit nodes along Third Street. Additional transit service is possible through CalTrain, connecting the Peninsula and Silicon Valley with San Francisco. However, the only station in the vicinity of Bayview Hunters Point is located at Paul Avenue, far from the community's center. The station is in extremely poor physical condition, suffers from a lack of lighting and other public safety features, and is located in a depressed setting acces-

sible only by a wooden walkway. As a result, there is a low level of ridership and because few people use the station, only one or two trains stop daily during peak commuter times and there is no midday service at all.

Lastly, non-motorized transportation issues require community input and thoughtful responses by City staff. Although there is an existing system of bicycle routes provided through the *San Francisco Bicycle Plan*, there is a high degree of conflict in their safe use due to the high volume of trucks, buses, and automobiles. This is also true for pedestrians who have little in the way of crosswalk improvements, specific lighting, and other amenities to make walking safe and enjoyable. Improvements to area-wide systems, links between modes of travel, pedestrian and bicycle-oriented amenities, and public safety on streets and at mass transit stops are all major concerns intimately tied to the sustainable and comprehensive planning called for by the community.

PROPOSED TRANSPORTATION PROGRAMS, NEEDED IMPROVEMENTS AND COMMUNITY RECOMMENDATIONS

Two new transportation-related projects, the Muni Third Street Light Rail Project and the Bayview Connections Transit Plaza and Pedestrian Plan, have undergone intense community involvement in their planning processes. Overviews of these projects illustrate the benefits that comprehensive community-based planning brings to Bayview Hunters Point, helping to build a solid foundation for revitalization efforts. Following these overviews are a series of examinations into regional transit expansion, designated truck routes, residential streets and traffic calming, bicycle planning, parking planning, and finally, public utility and infrastructure systems. Community recommendations accompany each of these topics.

Muni Third Street Light Rail Project

Muni has been advancing the planning and design of a new light rail line along Third Street since 1992. One of the main reasons for giving priority to rail on Third Street over other corridors in the City was to encourage economic development in Mission Bay and revitalization in Bayview Hunters Point. The light rail line will replace current bus service on Third Street by the year 2004, connecting the community to the Bayshore Caltrain station on the southern end of the line, and to the Market Street subway and downtown San Francisco on the northern end.



What's old is new again. Transit by rail coming down Third Street over the Islais Creek Bridge, c. 1940. Courtesy Bayview Merchants Association.

During the early 1900s, streetcars were the primary mode of transportation connecting downtown and the southeast part of the City. Muni and the San Francisco County Transportation Authority created the Third Street Light Rail Project to reestablish rail service along this important corridor. In partnership with the public, Muni has structured this project to improve service reliability and travel times, enhance transit connections, and help generate economic opportunities and jobs for local residents and business owners.

As shown in Map 13, *The Muni Third Street Light Rail Project*, construction of the new light rail line will occur in two phases. Phase 1, expected to open for service by late 2004, will extend Muni Metro light rail service south from its current terminal at Fourth and King Streets. The line will cross the Fourth Street Bridge and run along Third Street, ending at the Bayshore Caltrain Station in Visitacion Valley. Tracks will be constructed primarily in the center of the street with 19 stops provided. Phase 2 will extend light rail service north from King Street along Third Street, entering a new Central Subway near Bryant, crossing beneath Market Street and running under Geary and Stockton Street to Clay Street. Underground subway stations are planned for Moscone Center, Market Street, Union Square, and Chinatown.

Muni began detailed planning in 1996, including public workshops in the communities along the proposed light rail corridor. A Community Advisory Group (CAG) was formed, consisting of neighborhood representatives who gave input to the light rail planning team. Recommendations

Map 13

Muni Third Street Light Rail Project



defining the downtown alignment, station locations, and other project features were the result of discussion and compromise about key project issues. Most important were competing demands for limited street space, auto/truck traffic and vehicle parking, pedestrian needs and bicycle planning. Also at issue was station platform configuration and design. After a year of study and community outreach, the San Francisco Public Transportation Commission selected the two-phase "Build Alternative." Construction on Phase 1 will begin in early 2001.

Currently the transportation system favors automobiles, with wide fast-moving streets and unrestricted turning movements that create an unappealing and unsafe-feeling pedestrian environment. The proposed improvements will adjust the balance between modes of travel so that pedestrians, bicyclists and transit users receive a greater share of limited right-of-way and amenities while ensuring that motorists can still reach their destinations. The completion of the light rail line will prohibit many left turns from Third Street onto cross streets, but will not affect right turns. Signage directing motorists to use appropriate streets for left turns combined with left turn traffic signals will adjust current traffic patterns.

Construction of the light rail line includes a dramatic "facelift" for Third Street. The new look will include five stations along the length of Third Street in Bayview as seen in Map 14, *Bayview Transit Map*. Station platforms will have glass and steel canopies, distinctive streetlights, and colorful trackway paving. In addition, artist teams contributed to the designs, making them unique for the community. In the Town Center, between Kirkwood and Thomas Avenues, the project will provide additional streetscape enhancements including widened sidewalks with decorative paving elements, pedestrian lighting, street furniture and trees.

THE COMMUNITY RECOMMENDS:







- Muni must continue to involve the community in the physical planning and design process to ensure all needs are successfully met. A coordinated approach involving City departments (DPW and DPT) includes defining functional details at stations, signage and information availability in various languages, seating and other street furniture, and connectivity to other modes of travel.
- As discussed in the "Local Economic Development" section in Part I, Muni must coordinate construction schedules with local businesses to reduce and mitigate impacts during completion of the Light Rail line. This includes comprehensive measures to reduce negative impacts throughout the community.
- As discussed in the "Link Between Childcare, Education, Training and Employment" section in Part I, Muni must

Map 14

Bayview Transit Map



SF City and County Line

-  Third Street Light Rail Line
  Crosstown Bus Routes
  Caltrain Line
-  Third Street Light Rail Stations
  Community Bus Route
  Proposed Oakdale Caltrain Station

work with local job training programs to bring Bayview Hunters Point residents into the job pool offered through the Light Rail Project. This includes working with trade unions and others to ensure maximum opportunities for on-site apprenticeship training programs during construction.

- Muni and the Public Arts Commission should continue to involve local artists and youth in the creation of public art projects associated with the Light Rail Project.

Bayview Connections Plaza and Pedestrian Plan

Initiated in March 1999, the Bayview Connections Project brought city staff and community members together to design pedestrian and streetscape improvements connecting Muni transit stops with retail, service, cultural and residential uses in the heart of Bayview Hunters Point. This comprehensive planning effort was funded with a grant obtained by the Metropolitan Transportation Commission (MTC). A capital funding application was submitted to MTC's *Livable Communities Capital Funding Program* in December 1999, co-sponsored by Muni and the Bayview Hunters Point PAC. The application competed successfully and was awarded capital funding in the amount of \$1,874,000 in April 2000. The City of San Francisco is prepared to provide local matching funds. A second application for capital funding was submitted to MTC in March 2001. This application also competed successfully and was recently awarded another \$1,620,000 in capital funds.

The Bayview Connections project will greatly improve pedestrian safety and public transit access in the Town Center with pedestrian-only spaces connecting a major transit hub to civic facilities and neighborhood retail uses. The project will enhance other revitalization efforts by providing local economic development opportunities through increased foot traffic and outdoor seating for businesses, a platform for small kiosks and other micro-entrepreneurial activities, and a merchant's directory with a multi-lingual community bulletin board.

Community involvement has been a central element in the Bayview Connections Project planning process, including a large amount of public outreach and involvement. In all, the project's community involvement program included contact with over 75 residents and representatives from local community groups.

Three guiding concepts have informed the public outreach program that must be employed in every Bayview Hunters Point revitalization effort in order to succeed:



Residents of the All Hallows senior housing facility along Oakdale Avenue not only helped to shape the Bayview Connections Project, but they also opened their home to neighbors for focus group meetings. Thank you! Courtesy All Hallows Senior Housing.

- 1 Development of the project from the "ground up," where community members identify problems and opportunities that define alternatives leading to the ultimate conceptual design.
- 2 Contact with community members in a small focus group format, allowing more free-flowing and unstructured discussion.
- 3 Frequent contact with key established community groups, maintaining open lines of communication and fostering public ownership.

Map 15, *Bayview Connections Plaza and Pedestrian Plan*, shows three distinct areas within the Town Center: Area 1 — Oakdale/Palou Transit Hub and Plaza; Area 2 — Bayview Opera House Plaza; and Area 3 — Oakdale and Palou Avenue Corridor. Each includes attractive paving, pedestrian lighting, trees and landscaping, and places to sit and linger.

Area 1 is located on Third Street at the Oakdale-Palou Triangle, where Mendell Street will be closed to traffic and a plaza created. Bus shelters will have informational signage for the thousands of daily transit users that will focus on tying major bus and light rail stops to the surrounding community.




Area 2 will consist of a redesigned plaza connected to the Bayview Opera House on Third Street to the north of Oakdale Avenue, outfitted with opportunities for an outdoor performance space for cultural events, community gardens, and public art projects.

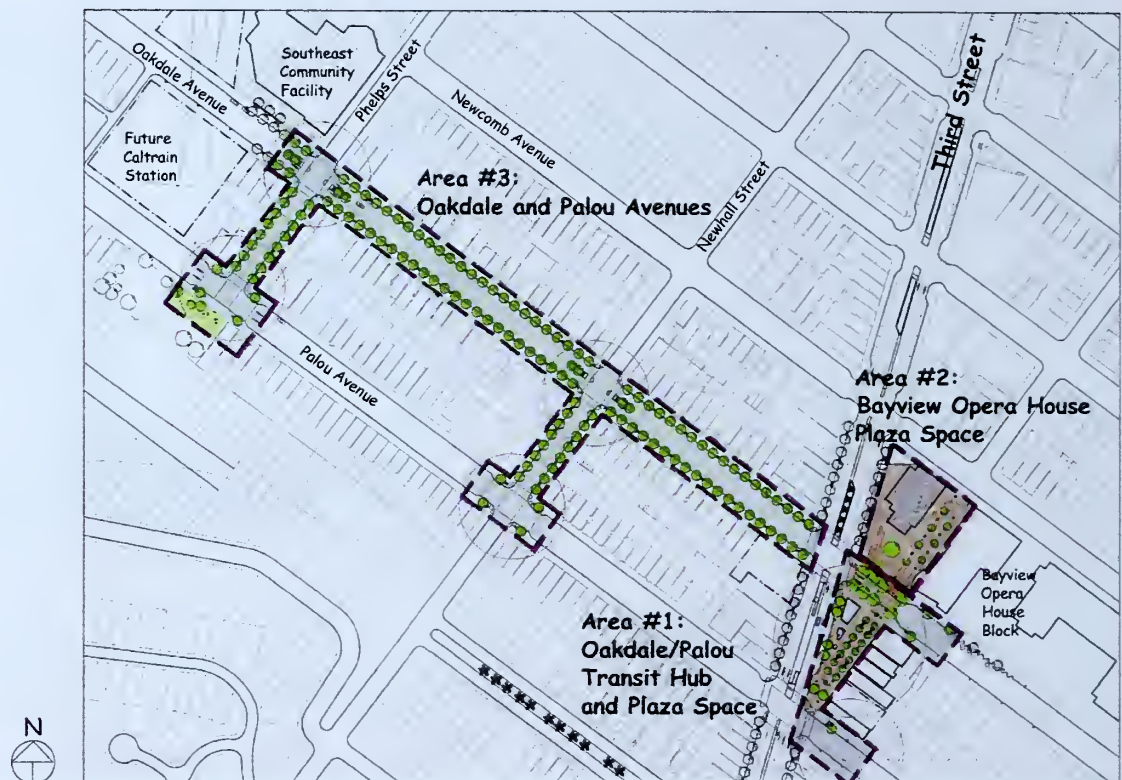
Area 3 provides a multi-modal route along the two blocks of Oakdale Avenue between Third Street and the Southeast Community Facility/ City College Campus. A potential new CalTrain Station would be in this vicinity. Pedestrian lighting, major crosswalks, center median islands at intersections, and landscape plantings will

Map 15

Bayview Connections Plaza and Pedestrian Plan

Overall Site Plan

-  Areas
-  Improved Transit Stops
-  Opportunity Sites



enhance the experience of walking between major community destinations. A striped bike lane will be added to connect the existing bicycle lane to Third Street. Improved lighting, sidewalk bulb-outs, infill trees and Muni bus shelters will be added along Palou Avenue.

Detailed design and environmental work for Areas 1 and 3 will begin in late 2001. Construction is scheduled to take place during 2002, with an estimated completion date of Summer 2002. A work program for Area 2 will be developed in late 2001, early 2002.

THE COMMUNITY RECOMMENDS:

- The City should collaborate with the community to obtain grants to complete the Bayview Connections Plan.
- The City should identify additional funding to complete the design, planning, and construction of improvements in Area 2 adjacent to and involving the Bayview Opera House.
- The City must coordinate construction schedules with local businesses to reduce and mitigate impacts during construction. The City must also work with local job training and youth internship programs to bring Bayview Hunters Point residents into the job pool offered through the Bayview Connections Project.
- Muni and the Public Arts Commission are encouraged to

involve local youth and artists in the creation of public art within the Bayview Connections Plan project.

- The community involvement process used to develop the Bayview Connection Plan should serve as a model for all revitalization development.

Regional Transit Service

The Caltrain Commuter Rail Line passes through Bayview Hunters Point parallel to and directly west of Third Street in a below-grade right-of-way. The only station serving the community is located at Paul Avenue, with little service and low use primarily due to inaccessibility and lack of connections to the heart of the Bayview. The City is interested in moving the station to a location in the vicinity of Oakdale and Palou Avenues, directly adjacent to the Southeast Community Facility where it will offer improved service for Bayview Hunters Point residents, employees, students, and visitors. This location is a less than 10-minute walk from Third Street, immediately adjacent to one bus line, and one block away from two other lines.

Caltrain service into downtown San Francisco currently terminates at 4th and King Streets, with access to the

existing Muni F light rail line, bus routes and pedestrian connections to the South of Market and Mission Bay North area. To the south, Caltrain offers commuter service to many Peninsula and Silicon Valley cities, including San Jose and as far south as Gilroy. This southern connection is particularly important in efforts to bring closure to the digital divide. The City of San Francisco has supported the extension of Caltrain to a new intermodal downtown terminal at First and Mission Streets. Caltrain is also currently studying major improvements to its service, including electrification, increased service frequency, and other capital improvements.

Other transit providers that influence the Bayview Hunters Point community include BART, with its soon-to-be-complete Airport Loop, and potential ferry service under a new comprehensive expansion plan for the Bay Area. Ferry connections are an integral part of an improved waterfront that will be further explored in Chapter 5. As the most important local transit provider, Muni will be called upon to accommodate major new development in Bayview Hunters Point, the Hunters Point Shipyard, and Candlestick Park areas.

THE COMMUNITY RECOMMENDS:

- As the primary transit provider, Muni must ensure reliable and regular service to major City destinations such as employment centers, college campuses, cultural sites, and recreation areas for residents of the southeast part of the City. Multi-modal transit connectivity must be built into all future planning efforts.
- A new Caltrain station should be built adjacent to the Southeast Community Center. Caltrain must ensure easy accessibility through well-designed, thoughtful site planning. Community involvement in the design process is crucial to ensure that all needs are successfully met.
- In the meantime, the existing Paul Avenue Station should be renovated with a contemporary station design, ADA-acceptable ease of access, and multi-modal connectivity.
- On football game days, the City must continue to provide special buses and coordinated transit connections to BART, Caltrain Stations, and remote parking lots wherever possible via Muni and shuttle services.
- The community supports the creation of a ferry service plan in conjunction with a revitalized waterfront, providing landings in desirable locations such as India Basin and Yosemite Slough.

Designated Truck Route Plan

Trucks are an unavoidable part of the industrial economy in Bayview Hunters Point. In the past, especially during the WW II and postwar era, truck traffic took precedence on the

community's streets. Today, as industrial areas revitalize and change simultaneously with residential neighborhoods and the Town Center, clearly designated truck routes have become a priority. In addition to designated routes, appropriate design and engineering standards are needed. This is especially the case as the Shipyard is being redeveloped.

As seen on Map 16, *1995 City of San Francisco Truck Route Plan*, the City delineated a preliminary system of truck routes and defined specific areas that need further study in Bayview Hunters Point. Since then, the community refined the plan to include additional route segments that alleviate conditions in highly impacted residential neighborhoods.

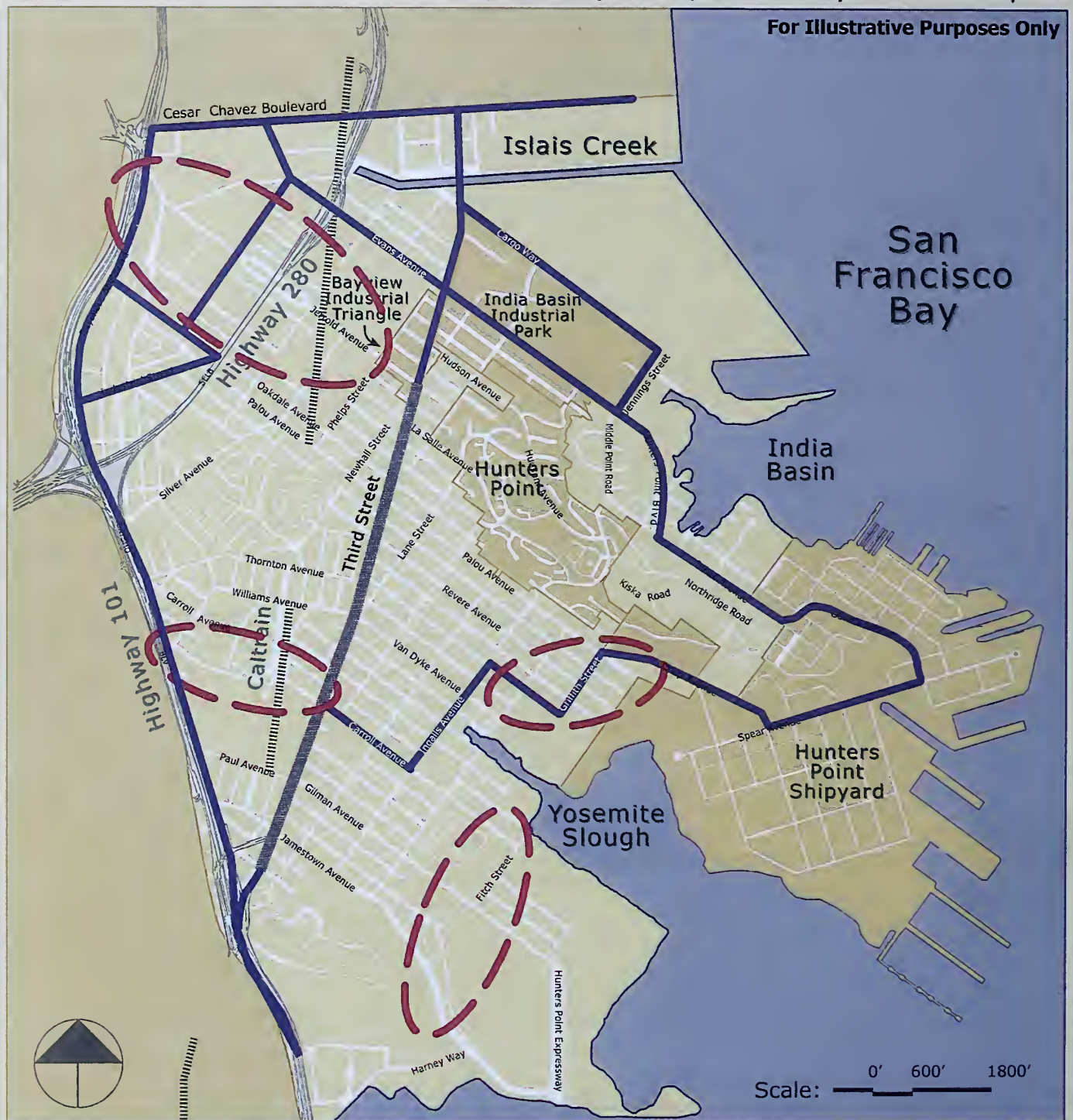
The result is Map 17, *Enhanced Truck Route Plan*. A potential system of routes has been identified that takes advantage of major arterial streets currently serving industrial areas while avoiding residential neighborhoods. Primary routes are conceived as parkways with trucking industry standards for signage and visibility overseen by engineers with the City's Department of Parking and Traffic. A minimum landscape buffer would also be required. A comprehensive signage system would direct truckers away from inappropriate locations and onto clear and efficient routes connecting to and from the interstate system. Landscape buffers protecting residential neighborhoods would serve to reduce noise, dust, pollution, and visual issues. Traffic diversion from residential areas is discussed in the next section on traffic calming.

THE COMMUNITY RECOMMENDS:

- The City and state should work together on improving truck access at the interstate system. Inadequate ramps must be upgraded, especially with new impacts resulting from redevelopment of the Bayview community and Hunters Point Shipyard.
- The City must research and provide street engineering specifications developed specifically for trucks to construct the parkways. Comprehensive signage programs are an integral part of this work.
- Specifications for the Truck Parkway system should include wide curb cuts and medians where feasible. Pedestrian crosswalks should be provided at major streets, incorporating rumble strips to slow traffic.
- Landscape buffers must be at least 15' wide in newly developed areas, built into projects in the first phases of development and maintained by the landowner. The buffer should be designed with berms where appropriate and include trees and shrubs with dense foliage. The City should work with property owners and businesses in older industrial areas with special physical situations, and to locate funds for existing businesses to comply with the landscape requirements.

Map 16 1995 City of SF Truck Route Plan

Adopted July 1995, South Bayshore Area plan



SF City and County Line

Truck Routes



Truck Restrictions
(11,000 lbs or more)



Needs Improved Route



Map 17

Enhanced Truck Route Plan



SF City and County Line

Enhanced Truck Routes





An example of a traffic calming technique currently used in Bayview's Portola place that helps to protect this residential street that intersects with a street heavily used by trucks.

Residential Streets and Traffic Calming

"Traffic calming" refers to a variety of physical measures intended to reduce the dominance of automobile and truck traffic in urban neighborhoods. Traffic calming measures act to reduce the speed of automobile traffic and the amount of non-local traffic on residential streets. These measures benefit communities by reducing the ill effects of automobile traffic, such as noise and pollution, while improving safety and ambiance. Physical improvements suggested by the community during public workshops generally employ the principles and techniques of traffic calming advocated by the American Planning Association.¹⁰ These guiding principles are excerpted for this *Revitalization Concept Plan*:

Principle 1. Streets are not just for cars.

The function of a street serves multiple societal needs, not solely as a corridor for traffic. These needs include social interaction, display and/or consumption of goods and services, walking, cycling, and playing. Different roadways serve different functions in a community—but on a street, no one function should dominate to the exclusion of all others.

Principle 2. Residents have rights.

Residents have a right to the best quality of life a city can provide. This includes the least noise possible, the least pollution possible, and an environment that fosters a rich community life. All residents, regardless of age, financial status, or social standing, have rights to an equal share of the mobility that a city can responsibly provide for residents. This means that an overemphasis on car transportation discriminates against a large section of society.

Principle 3. Maximize mobility while decreasing costs.

This principle involves efficient management of the already existing transportation resources of a city, including the upgrading of transportation facilities and infrastructure, before new infrastructure is built.

The guiding principles outlined above are part of a larger commitment to the revitalization of Bayview Hunters Point neighborhoods. Improving the quality of life in residential areas requires a clear plan for diverting non-local traffic and design guidelines that coordinate with the community's *Enhanced Truck Route Plan*. Mixed-use areas like South Basin or those close to major activity nodes like Candlestick Point are priorities for traffic calming. The need for clearly designed crosswalks throughout the community has been a subject brought up in most public workshops. At present, crossings are perilous or unmarked entirely. Persons with disabilities are especially impacted by not only the physical environment, but also the lack of auditory signals for the sight-impaired.

THE COMMUNITY RECOMMENDS:

- Active traffic calming techniques, including corner chokers (or "traffic bulbs"), should be built into residential streets where they intersect with a truck route or major arterial street. Rumble strips may be appropriate on the truck parkway or major arterials, placed before pedestrian crosswalks to slow traffic.
- Street signage, stop signs, and intersection controls require comprehensive analysis and upgrading by the City's Department of Parking and Traffic in conjunction with Public Works. Lights with pedestrian crossings must be timed with priority given to the large senior population, the disabled, and family households, not to vehicles. All city streets in Bayview Hunters Point must have sidewalk ramps for disabled pedestrians or wheelchairs.¹¹
- The City should use passive traffic calming techniques on residential streets in Bayview, including signage, pavement markings, and interrupted sight lines using street tree plantings.
- The City or developers must provide improved sidewalks along all collector and arterial streets. Special pavement for pedestrian crosswalks should be incorporated at major intersections. On smaller neighborhood streets, brightly painted crosswalks are required.
- The City's Department of Public Works must create an understandable and regular schedule for street maintenance and repairs. Repairs must be performed in a timely and comprehensive manner. The schedule should be posted on the City's website and the community vigilant about performance.



Jose, pictured here at the Candlestick Point State Recreation Area, lives near 3Com Park and rides his bike everyday in the Bayview.

Community Bicycle Plan

Bicycling is pollution-free, economical and healthy. Community members identify bicycling as an important component of transportation planning in Bayview Hunters Point. The *San Francisco Bicycle Plan*, created by the City's Bicycle Advisory Committee and local Bicycle Coalition Advocacy Group, presents City guidelines for the safe and attractive environment needed to promote bicycling as a transportation mode. A basic bicycle plan for the community exists but needs enlargement and improvement. Recommendations for local bicycle needs made by the community will follow an overview of citywide bicycle plans and standards.

Third Street is listed in the City's *San Francisco Bicycle Plan* as a major route, but the street is not wide enough to accommodate a striped bike lane along with the light rail line and lanes for moving traffic and parking. While the street will remain designated as a bike route, bicyclists must share the traffic lanes with cars and trucks. Clearly, alternative north-south routes must be identified. The *San Francisco Bicycle Plan* also shows a signed bike route on Palou Avenue from the Hunters Point Shipyard west across Third Street to Phelps, jogging north to Oakdale and becoming a striped lane on Oakdale west to Selby. The City's Parking and Traffic Commission and Board of Supervisors have authorized implementation of the bike lane on Oakdale between Selby and Phelps Streets, although work has not yet begun.

The California Highway Design Manual (HDM) sets basic standards, but the City's plan expands them in order to

meet the needs of San Franciscans. With the overall goal of becoming a bicycle-friendly city, the plan provides a number of objectives that should guide local planning efforts:

- **Improve Facilities for Bicyclists**

Provide a comprehensive network of signed and mapped routes for bicyclists with improvements that expedite travel and improve safety. Improve maintenance of streets and integrate consideration of bicycle travel in all roadway planning and design. Increase the number of secure parking areas for bicycles and improve access to transit.

- **Improve Bicycle Safety**

Provide safer facilities and increase enforcement of bicycle-related violations on the part of both motorists and bicyclists. Educate bicyclists and motorists on regulations, rules of the road and safe sharing of the roads.

- **Promote Bicycling in the City and Increase Bicycle Funding**

Increase bicycle use as an alternative to the auto by establishing priorities for project funding.

Bicycle access to transit is a logical combination of travel modes. Caltrain has bicycle cars, AC Transit allows bicycles inside buses on certain lines, and BART has created the "Bikes on BART" programs, permitting bicycles on non-peak period trains. Muni will need to provide bike racks on buses and make provisions on light rail vehicles. The San Francisco Planning Code requires one bicycle parking space for every 20 off-street automobile parking spaces. However, since off-street auto parking is not required for most types of development in neighborhood commercial areas, bicycle parking is not often provided within new developments.

There is an urgent need to improve bicycle safety conditions in the City. The at-fault party in 49 percent of reported accidents involving bicycles was listed as the bicyclist. The driver or a parked vehicle was listed as the party at fault in 37 percent of the cases. These statistics indicate that both bicyclists and motorists need to improve their driving behavior in order to improve safety. Education programs should be accompanied by stringent police enforcement of all traffic laws for both vehicle drivers and bicyclists.

The five most common vehicle code violations resulting in a bicycle accident caused by an automobile driver are:

- Opening car door when unsafe
- Unsafe speed
- Failure to yield when turning left
- Failure to stop at red light
- Unsafe turn and/or turn without signaling

The five most common vehicle code violations resulting in a bicycle accident caused by a bicyclist are:

- Unsafe Speed
- Failure to stop at a red light
- Failure to yield to approaching traffic
- Wrong-way riding
- Passing on right when unsafe

For safety reasons, the minimum bicycle lane width should be six feet in width. A route signage program is critical to the successful implementation of the City's bicycle route network. Route signs, like highway signs, must be consistent throughout the system and easily recognizable to bicyclists and motorists alike.

COMMUNITY CONCERNS

During workshops and study sessions, the community has expressed concern about potential conflicts between bicyclists and motor vehicles, especially along the Third Street Corridor when the Muni Light Rail Project is built. In general, the greatest need identified was for increased safety and connectivity between transit modes within Bayview Hunters Point. There is general agreement with the objectives of the San Francisco Bicycle Plan, but community leaders and residents request that the plan be tailored to local situations. The following are recommendations for developing specific solutions in bicycle planning.

THE COMMUNITY RECOMMENDS:

- The City should create a comprehensive bicycle route system for Bayview Hunters Point, connecting major facilities and forming a loop around the Town Center.
- The Bicycle Plan should avoid street routes that have steep grades.
- The City should require the installation of well-designed bicycle route signage.



Most parking in the Third Street neighborhood commercial core will be preserved when light rail comes down Third Street.

- The Planning Department and SFRA should require the installation of bicycle parking facilities in all new developments and request funding to equip the Town City area.

General Parking Issues

There are two major areas of concern with regard to parking in Bayview Hunters Point: parking in the Town Center or other commercial areas, and parking within residential neighborhoods. In this section, general conditions and community recommendations are examined. In Chapter 5, we will look at more specific conditions and solutions at the neighborhood scale.

PARKING IN THE TOWN CENTER AND ALONG THE THIRD STREET CORRIDOR

Planning for parking in the Town Center and along Third Street was a part of Muni's Third Street Light Rail Project community process. In 1997, an inventory of public parking spaces in the Town Center area was conducted.¹² This inventory helped to determine what impacts light rail development would have upon the number and type of spaces along the Third Street Corridor and what recommendations Muni had to offer. Currently, there are approximately 160 on-street spaces in the commercial area along Third Street between Jerrold and Van Dyke Streets, and another 116 on-street spaces in the nine-block length between Thomas and Kirkwood.

The inventory also showed that over half of these spaces have short-term meters allowing 30 minute or one-hour parking. An additional midday parking survey conducted by the Department of Parking and Traffic (DPT) shows that on-street, short-term parking spaces along the nine-block length of Third Street are 60 percent occupied on average. The block between Palou and Quesada Streets tends to be 100 percent occupied. General two-hour unmetered street parking spaces on side streets in this area also tend to be 100 percent occupied.

Once Light Rail serves the commercial core, some parking demand will be relieved as people use the transit system. However, short-term parking and delivery space will remain in need for the many retail businesses along the corridor. In response, Muni drafted a number of options for community debate:

- Create highly visible perpendicular parking areas on side streets that extend no more than the length of one block from Third Street. In this manner, many of the parking spaces removed due to Light Rail can be replaced.
- Maximize on-street parking use by installing programmable meters in currently unmetered spaces.
- Implement shared parking arrangements with institutions

and businesses with off-street lots along or adjacent to Third Street. Providence Baptist Church has expressed a willingness to discuss this type of arrangement, for example.

- Initiate a parking signage program to direct patrons of Third Street businesses to public parking areas.

During public workshops and study sessions, the community discussed these ideas, but continued to express concern about the loss of on-street parking spaces for merchants along the Third Street Corridor. The discussion grew to take site planning for new developments into account, as seen in the following recommendations.

THE COMMUNITY RECOMMENDS:

- Muni should create an advertising campaign to publicize the transit system in Bayview Hunters Point and illustrate its convenience, promoting alternative modes of transportation to reduce parking demand on Third Street in the future.
- The City must preserve on-street parking for Third Street merchants wherever possible, but require new development to provide rear or side parking lots to absorb employees' and reduce patrons' parking needs.
- Muni should replace parking spaces lost on Third Street through the Light Rail Project with perpendicular parking areas on side streets wherever possible, but must not extend them more than one-half to one block from the corridor and never in front of residential properties.
- The Department of Parking and Traffic should create clearly marked on-street spaces for delivery vehicles servicing retail commercial or other businesses who do not have service parking lots. Metered parking spaces should provide two-hour use.
- The Department of Public Works should coordinate street cleaning schedules to minimize disruption to merchants in commercial areas.
- The City must require commercial area parking and street design standards so that comfortable walking is the preferred mode for getting around the Town Center area.
- Where office and business service businesses are located within 1/4 mile of a Muni transit station, parking requirements should be reduced. All parties should support shared parking arrangements with churches and other willing institutions.
- If a parking structure is considered for the commercial district, the City should allow only one such structure. In general, any parking structure should provide retail commercial or other uses on the ground floor street frontage of Third Street or any other major street.

PARKING IN RESIDENTIAL NEIGHBORHOODS

At present, most residential areas have adequate parking, either through private garages, driveways, or on-street park-

ing areas. New residential development has generally provided similar parking arrangements in an efficient manner. Increased development projected for the Town Center and adjacent to the Third Street Corridor, in the vicinity around Muni Light Rail stations, and along other major streets in Bayview Hunters Point requires community parking guidelines to preserve and enhance residential neighborhoods.

THE COMMUNITY RECOMMENDS:

- The Department of Parking and Traffic must not place metered public parking in residential areas.
- The Planning Department should require new residential development without alley access to incorporate parking into underground or ground levels of buildings. Parking incorporated into buildings should be designed with side yard driveway access and if on the ground floor, not be visible from the street. The City should encourage alley arrangements in large residential projects where incorporated parking can be accessed and small rear lots established.
- The Planning Department should provide more flexible zoning requirements for residential parking. Thoughtful analysis should allow parking requirement reductions in appropriate developments near transit.

Public Utility and Infrastructure Improvements

In order to provide the foundation required for new development and revitalization, the community's public utility and infrastructure systems must be updated and improved in a comprehensive manner. Ecological sustainability goals must be assessed simultaneously with engineering studies. A coordinated effort tied to the Third Street Light Rail Project is one means for achieving this goal.

With the exception of a central length of Third Street and some newly developed areas within the community, electric utilities are all above ground. Meanwhile, patchwork improvements to the stormwater and sewage pipes serving the community have been done along Third Street. Another critical need is that for improved gas main lines. Finally, installing the fiber optic cables for computer-based needs is required for community revitalization.

After several years of litigation between the City and PG&E, a 1997 settlement led to the creation of a combined gas main improvement and electric utility undergrounding program for San Francisco. Undergrounding removes unsightly wires and poles, places wires under the street and/or sidewalk to enhance views, and can add value to the community. By coordinating undergrounding work with PG&E's natural gas pipeline replacement program, the need to dig



Above is an example of the need for improved street infrastructure in Bayview's Northern Industrial Area.

up the same street twice will be limited, reducing costs and disruption to residents during construction.

The criteria used for selection of the first projects was to focus on major city thoroughfares and civic spaces, including proximity to major community facilities and parks. The concept included coordination with other capital improvement projects planned by the City. The Third Street corridor in Bayview Hunters Point is one of the areas chosen by the City and Public Utilities Commission for immediate improvement.

The intent is to coordinate gas main replacement and undergrounding of electric utilities with the construction of the light rail infrastructure. Despite this planning, there is no coordinated street lighting system planned for the community when the wood poles carrying electric lines come down. Currently, the wood poles have automobile-oriented lighting attached.

Meanwhile, a plan for upgrading the stormwater drainage system and sewage pipes servicing the community has yet to be created. Once recommended by Muni as a study option, but not fully pursued, was the inclusion of fiber optics cables into the new infrastructure system down Third Street. The community has discussed these issues and called for a comprehensive approach to combined transportation planning and infrastructure improvements, leading to the recommendations below.

Finally, there are a number of unimproved streets within Bayview that are not publicly owned or maintained, yet are used on a daily basis or are critical to providing access

in certain locations such as the waterfront. These streets, owned by private property owners who are responsible for their maintenance, are termed "unimproved" and/or "unaccepted" by the City yet appear on official City street maps. Some street improvement projects include access to an improved waterfront, activated land uses, a clearly articulated truck parkway, and the San Francisco Bay Trail. As these streets are more heavily used or needed for revitalization purposes, they require official adoption by the City in order to become public rights-of-way that will serve Bayview's growth.

THE COMMUNITY RECOMMENDS:

- Require a comprehensive utilities and infrastructure upgrading plan, with all City departments and utility companies working with the community through workshops and other means of soliciting community comments.
- Other City agencies must coordinate with the Department of Public Works to create a funded comprehensive lighting plan that serves both pedestrians and vehicles on streets throughout Bayview Hunters Point.
- The City must act to bridge the digital divide by coordinating the provision of fiber optic cables along the length of Third Street when building Muni's Light Rail Project.
- "Unimproved" and "unaccepted" streets should be catalogued, mapped and reviewed by City staff in order to determine their improvement needs and/or acquisition for public necessity.

Transportation and infrastructure improvements are critical components of an improved environment in Bayview Hunters Point. All of the projects discussed in this section will have major impacts upon future public safety, health, and welfare. The next section, Environmental Health and Remediation, will consider the community's needs in detail.



Bayview's long industrial history has taken its toll on the environment. Increased environmental awareness, research and technology is a must in order to ensure a healthy future for the next generation. Photo courtesy Heidi Hardin of the Children's Mural Program.

G. ENVIRONMENTAL REMEDIATION AND COMMUNITY HEALTH

The health and public welfare of Bayview Hunters Point residents is a top concern for community leaders and local activists. Bayview has long been impacted by industrial pollutants in soil and water, poor air quality, and illegal dumping of toxins in many locations. Meanwhile, the community has never had a full-service health facility, despite the higher level of residents' healthcare needs that in the City in general. In addition to a large elderly population, studies have shown that African American residents in Bayview in particular suffer from an unacceptably high degree of health impacts.

Bayview Hunters Point residents have joined with local environmental and social justice advocacy groups to tackle issues related to industrial pollution and environmental health. These organizations include the Southeast Alliance for Environmental Justice (SAEJ), the Health and Environment Assessment Project (HEAP), San Francisco League of Urban Gardeners (SLUG), and Urban Habitat. Also involved with environmental clean up efforts are the U.S. Environmental Protection Agency (EPA), the San Francisco Redevelopment Agency (SFRA), Department of Public Health (DPH) and other city departments.

The PAC's Health and Environment Committee has worked to define the agenda for revitalization defined in this *Concept Plan*, working with the Bayview Hunters Point Health and Environmental Assessment Task Force, a grassroots group acting as an umbrella organization in the community since 1994. The Task Force consists of residents, researchers, health department officials and representatives of governmental, academic, non-profit, social, religious, civic and charitable organizations. The Task Force's goals and objectives outline the community discussion leading up to this section of the *Revitalization Concept Plan*. They are to:

- *Identify and implement programs for on-going community health assessment and program prioritization;*
- *Develop and conduct intensive community outreach and public health education;*
- *Advocate to define environmental health needs and direct public policy, legislation and regulation to create a healthier community;*
- *Require environmental risk and exposure assessments;*
- *Promote expeditious environmental clean-up, including appropriate planning and zoning; and,*
- *Promote environmentally sound economic development.*

This section will discuss environmental remediation and community health in Bayview Hunters Point in three parts: 1) Brownfield Remediation, Revitalization and Eco-Industrial Opportunities, 2) Health Services, Education, and Community Awareness, and 3) Clean and Healthy Public Places. Community recommendations address problems and needs to guide the creation of comprehensive programs designed to heal both the people and land of Bayview Hunters Point.

Map 18

Industrial Land Uses in Bayview Hunters Point

For Illustrative Purposes Only



Source: San Francisco Planning Department, 2000
Map not to scale



The California Legislature has recognized that the residents of Hunters Point and Potrero have disproportionately suffered from the presence of power plants in their neighborhoods. In order to support these communities, the Legislature appropriated \$13 million to the City to mitigate the impacts of the sale and possible expansion of the Potrero plant and the ultimate shutdown of the Hunters Point plant.

BROWNFIELD REMEDIATION AND REVITALIZATION EFFORTS

Brownfields, as defined by the EPA, are “abandoned, idled, or under-used industrial and commercial facilities where expansion or redevelopment is complicated by real or perceived environmental contamination.”¹³ Once the source of jobs and economic benefits, these properties are now abandoned and difficult to redevelop for fear of contamination and associated legal liabilities taken on by those who seek to redevelop them.

The professional redevelopment of brownfields is fairly recent. New technologies are being invented to clean up, or “remediate,” — from the word “remedy” — these polluted industrial sites. As methods improve, experienced developers are emerging to take on the risk associated with complicated redevelopment strategies. Recent reports indicate that private sector firms are often the most capable in achieving results, while governmental agencies can best serve them by providing the information necessary for their success.¹⁴

In 1995, the Southeast Alliance for Environmental Justice (SAEJ) developed the first toxins database of the

Bayview Hunters Point community and published its findings in the *Sustainability Plan of San Francisco*. In 1996, SFRA was awarded a Brownfields Pilot Project Grant from the EPA to initiate brownfield remediation in Bayview Hunters Point. The major goals and objectives of the Brownfields Program were designed to accomplish the following:

- Identify and prioritize potentially contaminated properties for redevelopment;
- Compile a database of information on environmental conditions of industrial or formerly industrial properties, focusing on soil and groundwater quality; and,
- Assess, clean up, and redevelop selected properties.

The program grant included the establishment of a citizen’s Brownfields Advisory Board to educate and inform fellow community members about contamination and redevelopment issues. The Board generally meets on a monthly basis to discuss and evaluate research needs and findings. Members include community members, local business owners, representatives from various government agencies, and local bankers.

Grant funding provided by the *Brownfield Pilot Project*, the

City's Childhood Lead Prevention Program, and SFRA led to the creation of a preliminary assessment of environmental conditions in Bayview Hunters Point. The outcome was a set of mapped databases (called "GIS," Geographic Information System, maps) and a public report titled "Summary Report of Environmental Conditions," published in 1998. The report is summarized in this *Revitalization Concept Plan* and is available for further review in the Bayview Hunters Point PAC office.

Environmental Conditions and Polluting Industries

The Bayview Hunters Point community contains two-thirds of all industrially zoned land in San Francisco and is home to more than 500 heavy and light industrial businesses. These industrial facilities and businesses occupy more than half of the land in the area, over 1,200 acres. As seen in Map 18, *Industrial Land Uses in Bayview Hunters Point*, most of this land is concentrated in the Northern Industrial District, the Hunters Point Shoreline area, and the South Basin District. Each of these areas borders on residential neighborhoods and many are adjacent to the bay, affecting the environmental health of both the community and region.

Historic industrial land uses have left a legacy of pollution on several properties, some tested with pollutants measured

and others with the extent of measurable pollution unknown at this time. It is important to understand that there are two types of sources for pollution: "point" and "non-point." Point sources are associated with a single identifiable location that can be measured, such as a smokestack, while non-point sources are mobile or dispersed, as with polluted soil or car exhaust. Map 19, *Documented Environmental Cases in Bayview Hunters Point*, illustrates locations found to either generate (as point sources) or be polluted by environmental toxins of varying degrees.

The sites shown on Map 19 correspond to several governmental databases and are detailed in Figure 20, *Documented Environmental Cases in Bayview Hunters Point*.

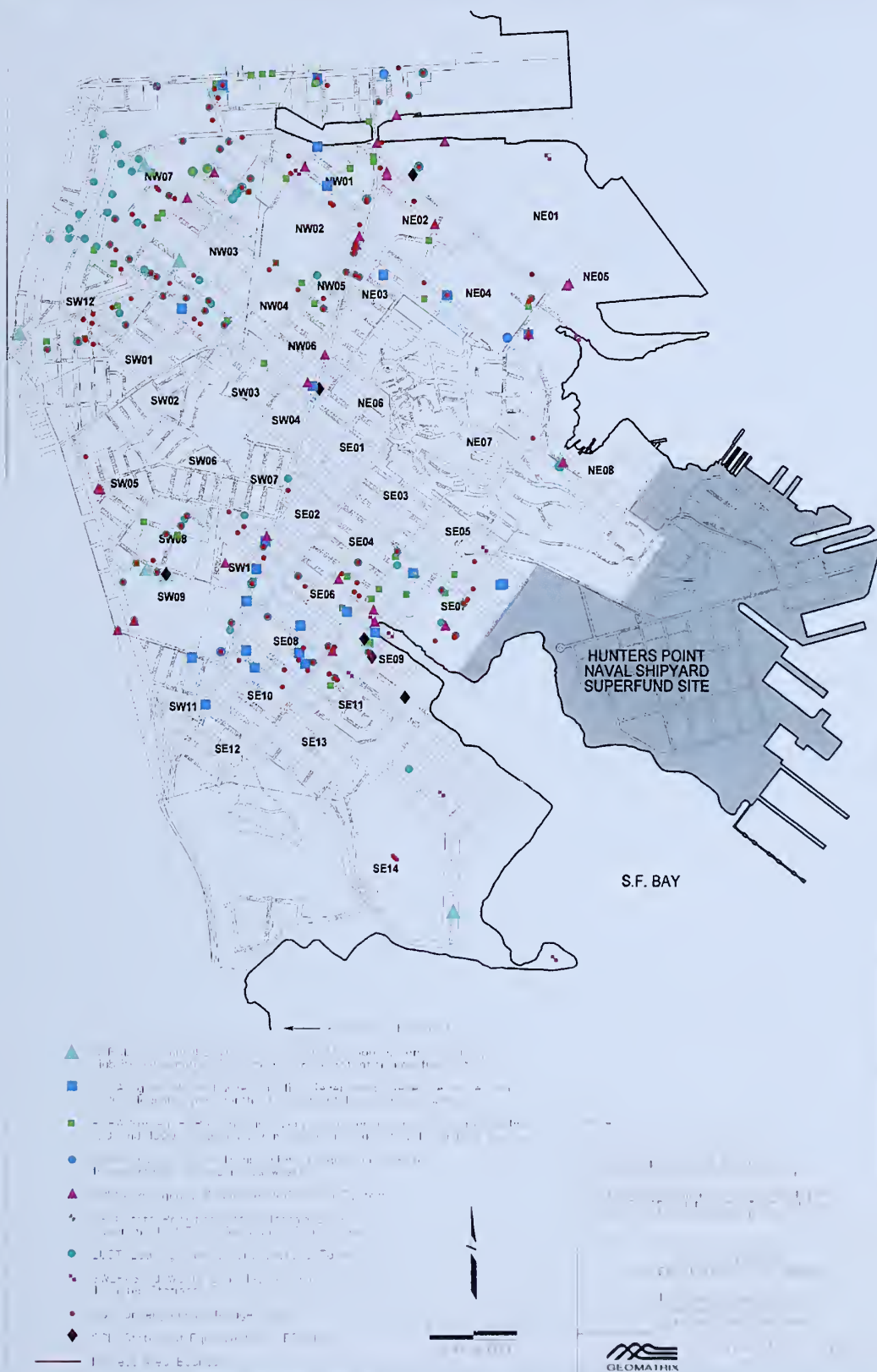
Major issues related to the findings of the documented case research shown on the chart and map are the number of unregulated sites and the unknown nature of some industrial activities in the recent past. Because of the activism in the community, strength of the non-profit environmental organizations working to remedy the lack of oversight, and availability of new technologies for cleaning up polluted sites, a healthier future for Bayview Hunters Point is possible. What is necessary to accomplish the remediation and redevelopment of these sites are continued activism on the part of the community, political will, professional scientific assessment, and experienced developers.

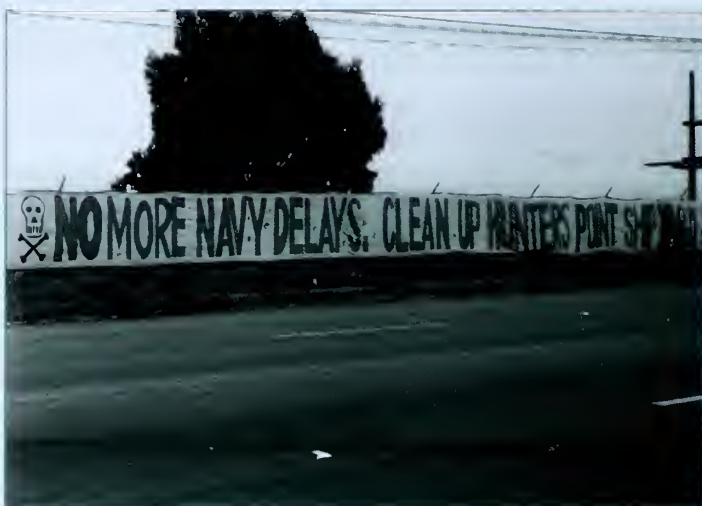
Figure 20: Documented Environmental Cases in Bayview Hunters Point		
Name of Database	Definition	# of Cases
CERCLIS	Comprehensive Environmental Response, Compensation, and Liability Information System (U.S. EPA Potential Superfund Sites) Generally are sites with documented releases of hazardous materials. Of total in area, two are currently active, one closed, and remaining unknown status with no recent regulatory review.	13
RCRA -LgGen	Resource Conservation and Recovery Act - Large Quantity Generators Sites with activities that generate more than 1,000 kilograms per month of non-acutely hazardous waste.	24
RCRA -SmGen	Resource Conservation and Recovery Act - Small Quantity Generators Sites with activities that generate more than 100 kilograms but less than 1,000 per month of non-acutely hazardous waste.	52
RCRA -Transp	Resource Conservation and Recovery Act - Transporters Sites with activities that engage in off-site transportation of hazardous waste.	3
ERNS	Emergency Response Notification Systems Sites where chemical spills and releases have been reported to federal authorities including the EPA, U.S. Coast Guard, National Response Center, or Dept. of Transportation. Are generally cleaned up quickly when required; often not specific to a property and may be a roadway spill.	28
SPL	State Priorities List - California EPA Dept. of Toxic Substances Control Sites with activities that are documented or suspected to release hazardous waste regulated by the State.	1
LUST	Leaking Underground Storage Tanks Of total 91 sites, 53 closed, 21 are currently active, and status of remaining 17 sites is unknown with no recent regulatory review.	91
SWLF	Solid Waste Landfills, Incinerators, and Transfer Stations Sites with activities that generate more than 100 kilograms but less than 1,000 per month of non-acutely hazardous waste.	11
USTs	Underground Storage Tanks Sites with facilities permitted to maintain safe underground storage tanks.	137
SCL	State Superfund List State Superfund sites with activities that are suspected of, or documented to be releasing hazardous materials. One site is currently active and status of remaining six unknown.	7

Source: Summary Report of Environmental Conditions - Bayview Hunters Point Survey Area, SFRA 1998.

Map 19

Documented Environmental Cases in Bayview Hunters Point





Environmental activism has become a way of life in Bayview Hunters Point.

While the site-based research focuses on soil and ground-water quality, air pollution must also be addressed with scientific remediation and governmental oversight. Just as with soil and water pollution, there are “point” and “non-point” sources to consider. The heavily used north-south interstate route into San Francisco (non-point sources of pollution) and the PG&E Plant (a point source) degrade air quality with toxic emissions. In his 1997 research paper *“Distribution of Toxic Air Contaminant Emissions in San Francisco,”* Dr. David Farley reports:

Bayview Hunters Point has the highest concentration of air polluting industries compared to other San Francisco zip codes.¹⁵ In fact, the only zip code second to Bayview Hunters Point is the San Francisco International Airport.

Three of the largest polluting sites within the 94124 zip code area are public facilities: the 35-acre Southeast Water Pollution Control Plant, the 35-acre PG&E Power Plant, and the 290 acres of heavy industrial uses belonging to the Port of San Francisco.

The water pollution control plant treats 80 percent of San Francisco’s dry weather sewage generated by the bayside portion of the City, from the Presidio to the county line, with additional sewage generated in San Mateo County from Brisbane and Guadalupe Valley. Sewage produced by new development in Mission Bay to the north is to be routed to the Southeast Facility, despite the system working to over-capacity during major storms in the past. The community has long advocated for its relocation away from the Town Center and out of Bayview Hunters Point. The odors emanating from the plant created by the treatment of

sewage is a major nuisance cited by the community as affecting the quality of life and an obstacle to revitalization in a significant part of Bayview Hunters Point.

The San Francisco Public Utilities Commission (PUC) has recognized these problems with the Southeast Plant and is working in a variety of ways to bring about solutions. The City hired a consultant in 1998 to characterize the odor problem and make recommendations. This has resulted in a comprehensive program that includes improvements made to the digester gas handling system and pump stations to eliminate odors. A new sludge treatment system is being designed to eliminate open-air processes. Several recently undertaken capital improvement projects enhance the sewer system in Bayview and prevent flooding. These include sewer improvements on Third Street, Rankin and Davidson Streets, and around Yosemite and Egbert Streets. Meanwhile, the PUC has dedicated considerable staff resources to maintain the landscaping surrounding the plant and keep sidewalks clean. Finally, two major capital improvements being investigated by the PUC include demolishing the existing digesters and moving the “solids handling” facilities to a location north of Jerrold Street away from residential properties while adding odor control facilities that would cover, vent, and treat “liquid handling” processes on the current site. These improvements will help create a more livable Bayview Hunters Point in the immediate future.

The PG&E Hunters Point Power Plant has a long and complicated history in the community. The plant is currently one of two producing electricity for the City of San Francisco. The plant was constructed during the 1930s with four operating units – one diesel engine and three natural gas turbines. During the 1940s, an explosion took out some housing next to the site. In the 1950s, the City took control of the land and expanded former military housing to become general public housing. During the 1990s, public efforts began introduce competition into the energy marketplace by restructuring the electrical industry. Along with competitive pricing were goals of increased efficiency and reduced environmental impacts.

Today, the power plant is reported to be the City’s number one stationary point source of air pollution.¹⁶ An innovative proposal made by the City proposed shutting down the Bayview facility and remodeling the Potrero Hill Power Plant to increase its capabilities with new efficient technologies. This single Potrero Hill Plant would create less pollution and generate the same level of power as the two combined.

In July 1998, Mayor Willie Brown announced that:

The City and PG&E have reached an unprecedented agreement whereby the 67-year old Hunters Point Power Plant will be permanently closed once reliable alternative electricity sources are operational. ...PG&E has already begun lowering production levels at the Hunters Point Plant and has agreed to limit use of the plant in future, operating it only when required and until the City and PG&E can depend on an alternative energy source.¹⁷

One year later, on July 12, 1999, a leak at the plant led to a boiler rupture with unmeasured release of toxins that greatly upset the community. PG&E reports the plant currently operates at a reduced capacity to reduce emissions, but this is a temporary measure and there are doubts by the community that this is the case. The Public Utilities Commission's Bureau of Energy Conservation and the City's Department of the Environment are seeking finally to decommission the plant, but economic and political complications exist that may slow the effort to shut down the plant, clean the site, and follow through with redevelopment.

Other industrial pollution sources ironically include the large number of recycling facilities located in and around the community. The noxious odors, noise, and unsightly conditions of most facilities have caused the PAC and many members of the community to call for a moratorium on new facilities and an evaluation of existing recycling firms' practices.

The illegal dumping of hazardous waste material in the community is another great cause for concern. In response, the Bayview Hunters Point Police Station has created a special two-person investigations unit to work on these cases. The Department of Public Works (DPW) also maintains an anonymous hotline for citizens to report illegal dumping.¹⁸ To their credit, DPW has worked hard over the last year in a unified public/private effort with landowners to clean up Yosemite Slough, a section of the community long targeted by illegal dumpers of toxic waste and garbage.

Brownfield Redevelopment and Eco-Industrial Opportunities

As community awareness of environmental conditions is raised, new options for clean industry are being explored. "Eco-friendly" industrial facilities are those that reduce and recycle waste during production without contaminating the environment. When several of these facilities are combined with one another on one site, the result is an "eco-industrial park development" with waste recycled into

the creation of other products on-site.

The eco-industrial concept differs from traditional recycling facilities by establishing this relationship between waste generation and re-production, rather than merely repackaging waste into materials that are shipped off-site. Eco-industrial parks are in existence in Berkeley and San Jose, creating innovative non-profit alliances with municipal assistance. For instance, the Berkeley eco-industrial park will house a municipal waste separation facility that distributes materials to co-located industries for re-creation into marketable products and organic materials sent to mulching or composting firms.

A large area is required for this type of redevelopment; 25 acres and more is preferable. However, there are a number of smaller brownfield sites that must also be addressed. Properties that qualify for remediation efforts include the five-acre Coca-Cola plant in the South Basin Industrial District and the 14-acre Ferrari site within the Hunters Point Shoreline area. Smaller contaminated sites include the Innes Avenue Boatyard and the Providence Church parking lot.

On the whole, the individual properties and facilities that release toxins into the environment combine to lay an unfair burden upon the community of Bayview Hunters Point. The *cumulative impacts of pollution* — in the soil, water, and air — must be comprehensively addressed in a concerted and sustained series of efforts by all players: government agencies, scientists, activist groups, lenders, developers, and most importantly, the community itself. The following recommendations should be considered during these efforts.

THE COMMUNITY RECOMMENDS:

- City, state, and federal agencies must work together to remedy existing problem sites immediately, especially municipal facilities. Specifically, they must work to:
 - Remediate obsolete industrial sites using the best available technologies and ensure their redevelopment as environmentally sustainable land uses. Best available technologies should include improved mechanical and biological options for soil cleansing and groundwater filtration.
 - Develop alternatives to the City's existing centralized water pollution control plant, including the option of its removal from the community. The City should research innovative new technologies and model facilities for this effort.
 - Rehabilitate the existing City sewage plant to reduce odors in the short-term prior to redevelopment and ensure that there are no increases in

wastewater delivered to the site. Simply adding more chemicals, as currently proposed by City engineers, is not enough.

- Decommission, remediate, and redevelop the PG&E Power Plant site to allow new residential, mixed-use and open space development.
- Consolidate existing recycling facilities in areas zoned 'Heavy Industrial' (M-2) to limit pollution in the community.
- Use police action to halt illegal dumping of hazardous waste materials through increased surveillance and make stiff penalties for offenders mandatory.
- The EPA and City must develop stringent "thresholds of significance" and new criteria for industrial performance to reduce pollution emitted into the air, soil, and water in Bayview Hunters Point:
 - The federal Environmental Protection Agency must act to measure cumulative impacts currently affecting the community and define strict thresholds that all Environmental Impact Review (EIR) studies must utilize and measure impacts against.
 - Require coordinated planning processes within the City's Planning Department, SFRA, and the Port. All agencies must use and define clear thresholds for a healthy environment to assess the cumulative impacts of current and future industrial uses and municipal facilities in Bayview Hunters Point.
 - Require strict government agency monitoring and regulatory oversight of industry and municipal facilities; require swift compliance actions by offenders and levy stiff penalties. Make this information readily available to the public in understandable terms.
 - Government agencies must close loopholes in the EIR process: do not allow projects to be permitted without CEQA review; require extensive field data; and, require the public circulation of addenda to existing EIR studies. While the law requires these processes be open and understandable to the public, additional efforts to engage and educate the community must be undertaken.
 - All agencies should work closely with environmental advocates to obtain funding for research, push for regulatory oversight, and bring new understanding of environmental matters to the community's attention through education programs.

ADDITIONAL RECOMMENDATIONS INCLUDE:

- The community must work with the City to research the creation of a model eco-industrial business park in Bayview Hunters Point.
- The community and City agencies should support an Environmental Business Incubator Program to be located in the community, using the model provided by the San Jose-based "Environmental Business Center" – a non-profit alliance assisting start-up businesses with

inexpensive space, furnishings, and management services in a collaborative setting.

- Government agencies should create a database available to private development firms experienced in Brownfields remediation, using economic incentives available through federal, state, and city programs.
- The Mayor's Office of Economic Development should create and market a "clean business" attraction program for remediated sites, using economic incentives available through federal, state, and city programs. Local business associations should join in this effort.

HEALTH SERVICES, ENVIRONMENTAL EDUCATION, AND COMMUNITY AWARENESS

Many residents of Bayview Hunters Point are concerned about the health effects of polluted environments. Unknown risks associated with living so near to industrial facilities have caused many to be fearful for their safety and welfare. In response to these fears and concerns, the Bayview Hunters Point Health and Environmental Assessment Task Force was created to conduct community health research.

The Task Force is composed of residents, university program coordinators, city and state agency representatives, and a number of advocacy organizations including:

- Golden Gate University Environmental Law & Justice Clinic
- University of California - San Francisco
- Southeast Alliance for Environmental Justice
- Southeast Health Center
- San Francisco Department of Public Health
- California State Department of Health Services
- Northern California Cancer Center
- The Lead Poison Prevention Project

The Task Force's research was published as *The Community Health Profile* in 1997. The Profile sought to develop a comprehensive health needs assessment of the community for use by residents, community-based organizations, community activists, and city planners. The Task Force collected primary health data through a professionally administered public survey, performed analysis and offered interpretations to assist in the task of developing programs.

This is extremely challenging and difficult work, requiring detailed research. The challenges faced by the Task Force included "...recognizing the limitations of epidemiology (the study of disease causes) to establish causal links between complex environmental exposures and adverse



The Southeast Health Center is one of 18 primary health care facilities located throughout the City as part of the Department of Public Health's Community Health Network. Community members would like to see the facility expanded.

health outcomes, and acknowledging that a 'negative' study (finding no connection) does not rule out the occurrence of environmentally related illnesses." The main issue for researchers is to determine what illnesses are due to lifestyle or genetic predisposition and what are linked to environmental exposure.

In communities similar to Bayview Hunters Point throughout the United States, researchers are finding the two are almost inextricably intertwined and difficult to separate into discrete causes. However inconclusive some studies may have been in identifying primary causal relationships between disease and environmental pollutants, the report highlights the poor health status of residents in Bayview Hunters Point. The study found that residents of Bayview Hunters Point have:

- Some of the highest hospitalization rates for asthma, hypertension, congestive heart failure, and diabetes in all age groups compared to general population characteristics for both the City of San Francisco and the state of California.
- Among the highest rates of lung and prostate cancer in men compared to other San Francisco neighborhoods.

- Among the highest rates of age-adjusted breast and cervical cancer in women compared to other San Francisco neighborhoods.

Based on these facts, further community health studies are warranted and new education outreach programs should be initiated. Since 1994, the Department of Public Health's Community Health Network, located at the Southeast Health Center in the heart of Bayview Hunters Point, has participated in a joint venture with residents and community-based groups to address health and environmental issues. In the last year, the Task Force submitted a proposal to develop a new health education resource center to the Mayor, who responded with partial funding for this worthy project.

The Task Force is actively seeking additional resources and a facility to house the program. Ideally, a health care annex to the Southeast Health Center would become home to this program, a goal supported by the Center's Community Advisory Board. Additionally, the Center's Advisory Board would like to see the existing health center on Keith Street expanded to house a childcare center and multi-purpose community space for educational presentations and meetings.

Strengthening Community Health

The Southeast Health Center is located on the corner of Keith and Armstrong Streets directly adjacent to Bayview Park. The Center seeks to expand its building as well as its services because of the great need for more health-related services in Bayview Hunters Point. Included in the proposed expanded services offered at the Center is a Health and Environmental Resources Center. This would be a community-based center which would provide:

- 1 Information, education, training and referral for illnesses such as asthma, diabetes, heart conditions, and cancers of the breast, cervix, and prostate.
- 2 Research, education, and training on air quality, soil contamination, environmental conditions and health effects related to the environment.
- 3 A community library with information about illnesses, reports on relevant studies, and Internet access to databases and other health/environment-related websites.
- 4 Capacity-building through advocacy to ensure the community receives support necessary to improve the environment and community health.

Based upon available health data and the lack of services in the immediate area, community members have identified a variety of services needed at the expanded Southeast Health Center, including but not limited to:

- An emergency service center, including weekend and evening urgent care services
- Specialized medical services related to prevalent illnesses in the community
- Diagnostic services such as radiology, clinical and dental labs
- A satellite pharmacy with additional capacity for filling optical needs
- Chiropractic and podiatry services
- Adult day health care and other services for seniors
- Alternative medicine services
- Increased access to nutrition, mental health, substance abuse and other social services

Some services can potentially be provided by private-sector groups under lease agreements with the site. Meanwhile, community members have also identified the need for a minimum 100-bed acute care hospital and 100-bed long-term care facility located in Bayview Hunters Point. Dependent upon how much space is made available through the expansion of the Center, additional service such as childcare, student training and internship programs, volunteer organizations, a Social Security office, legal aid services, and other community services could be co-located at the facility site.

FOSTERING CLEAN AND HEALTHY PUBLIC PLACES

Residents of Bayview Hunters Point desire a clean environment in which to conduct their lives. The negative impacts of trash, dirt, and industrial grime not only create environments producing disease, but also harm the psychological health of the community. The lack of trees is not only an aesthetic consideration, but trees and vegetation help clean the air. Finally, graffiti is a major blight upon the public environment, whether on public or private buildings.

Clean Streets and Public Places

Clean streets and streetscape environments are a basic requirement for a healthy community. Trash and garbage are often found in public places or on publicly owned land. Trash and garbage often escape recycling and industrial businesses into the community, impacting the public environment. Some garbage is caused by citizens littering, especially where there are inadequate public trash cans available. There is certainly a need to convince people not to litter through promotional campaigns.

The Department of Public Works (DPW) is responsible for street cleaning on a regular schedule. Landowners are responsible for keeping their properties clean—whether they are privately or publicly owned. By law, the property owner or the ground floor tenant of a building immediately adjacent to the sidewalk is responsible for keeping those sidewalks clean and free of litter. Because there are so many different groups or persons responsible, a coordinated set of efforts must be made to clean up the public spaces within the community.

One of these efforts is DPW's "Adopt-A-Street Program," administered by the Bureau of Street and Environmental Services. The Program is a partnership between the City, merchants and residents to create a cleaner environment for everyone who lives, works and shops in adopted areas. It also strengthens community ties as neighbors and merchants work together to keep their community clean. The program has dozens of merchant and neighborhood associations cleaning their sidewalks. DPW has also contracted with the non-profit San Francisco League of Urban Gardeners (SLUG) to employ former General Assistance recipients and homeless individuals to sweep sidewalks. For many of these local people, the program provides a transitional work experience that supports their move to unsubsidized employment.

The program is simple: groups or individuals agree to adopt a street or an area and take responsibility for keeping it clean. There are two ways to get involved:

- As an individual, enter into a one-year agreement with the City to keep your sidewalk or street clean. DPW will provide supplies, such as a broom, trash bags, graffiti removal supplies, and gloves and will also collect the bagged litter.
- As a corporation or merchant association, enter into an agreement similar to the above, and the City may provide a trained Adopt-A-Street sweeper to clean the area around your business. Initially, this individual will be paid by the City as part of the Adopt-A-Street Program. After approximately one year, the corporation or merchant association may opt to hire the trained sweeper to continue the cleaning service. In busy commercial corridors, merchants who have adopted their street can request an "Ecoblitz," which is a specialized clean-up performed by DPW.

The Healthy Effects of Street Trees

Many of the streets in Bayview Hunters Point are bare of trees or vegetation. Trees produce much-needed oxygen while creating a positive visual environment. Benefits of a healthy urban forest include the following:

- Increased real estate values
- Improved air quality
- Reduced noise impacts through buffering
- Improved wildlife habitat
- Improved psychological well-being
- Improved aesthetic environment

There are very different types of planting appropriate to the place they are designed for: major parkways and community streets, residential streets, a railroad right-of way, or landscaped areas adjacent to industrial areas and interstate highways. The choice of tree is extremely important. There is also community character to take into account. For example, many residents came to California from the southern United States and this is reflected in the magnolia trees seen throughout Bayview; Italian residents have favored pines and cypress; and Asian residents hold the Ginkgo tree in high regard for its beauty and medicinal properties. Meanwhile, public agencies such as Caltrans have plant lists they use when planning for an area, often favoring eucalyptus. And there are few, but valued, locations where native species of trees can be found.

Both public agencies and non-profit organizations are involved with street tree planting and the other most important issue: tree care and maintenance. The San



Street trees are a way to help both the physical environment as well as air quality. Clearly, an artistic statement can also be made!

Francisco Friends of the Urban Forest is a non-profit neighborhood tree planting organization well-known for making the City a greener place. They directly assist residents with tree planting and maintenance programs, including the entire permit process required by the City for street trees. DPW also works to maintain and expand a diverse population of street trees as an essential component of the urban forest in San Francisco. The City currently maintains approximately one-third of San Francisco's urban forest, with the balance maintained by property owners. Many people are not even aware which trees in their neighborhood are supposed to be watered and cared for by residents. Consequently, the individual property owner plays a vital role in the maintenance and development of San Francisco's street trees.

Graffiti

Graffiti is more than an eyesore, it is a physical manifestation of disrespect to the community. Outside of gang tagging (marking a gang's "turf" with spray-painted "signs"), sometimes those creating graffiti do not realize the impact of their actions, seeing it instead as artwork. The communi-

ty understands that graffiti caused by gangs has much deeper issues attached and the *"Strengthening Our Youth"* section in Part I of this chapter seeks to address them in a comprehensive manner. One important recommendation is to institute community-based public service for minor crimes such as tagging.

Despite the community's understanding and tolerance, much of the graffiti in Bayview Hunters Point is solely vandalism. Some property owners have given up in disgust as their properties are vandalized over and over again. The City offers assistance through DPW's Bureau of Street Environmental Services Graffiti Abatement Program. The program is designed to rid the community of graffiti vandalism by responding to complaints made by residents in two ways: 1) by issuing necessary cleaning supplies and/or paint to an affected public or private residence, or 2) utilizing trucks and graffiti removal crews that use the latest in computer aided color matching systems to help restore some of the more heavily affected areas of the City.

THE COMMUNITY RECOMMENDS:

- All businesses and community institutions should become involved with and support DPW's "Adopt-a-Street" program – not only helping to clean the community, but providing assistance to the most needy members of our community through a transitional work experience.
- The City should help keep the community clean by providing more trash cans, but as important is developing creative programs to maintain a clean environment. More youth-oriented and transitional work programs are part of the solution.
- The community seeks to have green tree-lined streets and urban forests as a way to mitigate air pollution. Part of this effort will include public education efforts by DPW and Friends of the Urban Forest, and another will include better funding for tree maintenance.
- New, aggressive campaigns to clean up graffiti are needed. The most obvious is connecting the police department and justice system with the graffiti abatement program run by DPW. Community leaders, city officials, and all civic groups must work with youth to help them develop closer ties to the community; graffiti and trash are both signs of disconnection.

The remediation of polluted sites, upgrading of polluting facilities, and attraction of new eco-industrial development must be considered comprehensively as critical steps to uplift the public safety, health, and welfare of the Bayview Hunters Point community.

Public health needs include the expansion of existing health facilities and increased education. It is critical that the community voice be heard by public entities and there be a large consortium of non-profits and community-based organizations helping to advocate for new public policies, legislation, and regulation activities.



Two-story single family homes hug the hillside in the Silver Terrace area.

H. HOUSING AND RESIDENTIAL MIXED-USE DISTRICTS

Among the foremost goals of the Bayview Hunters Point community is the retention of current residents and ultimate enhancement of existing neighborhoods as new growth occurs. A sense of continuity and connectedness should be built into every new endeavor, creating a context that allows newcomers to become neighbors in an established community.

Above all is the ideal of social justice, requiring thoughtful consideration of how the benefits of revitalization and a strong economy are overwhelmed by the costs of gentrification. These costs include the unintended erasure of what makes a livable city: cultural histories, traditions, and neighborhood identity — along with the people to whom these are meaningful. An integrated, collaborative approach to community-based planning provides residents with the tools to act decisively and without fear of displacement. In this way, Bayview Hunters Point residents can plan for their future while welcoming newcomers into their community.

Revitalization efforts and new development projects must reinforce the physical character of Bayview by responding to the community's form and its rich architectural history, providing an array of valuable prototypes. By building upon the community's character and assets, new residential development will respect the community's values and accommodate its diversity.

In order to provide a basis for understanding how to fulfill the vision and expressed goals of the community, this section identifies community housing needs and challenges, examines assistance programs available to qualifying residents, analyzes prevailing residential patterns and character, reviews relevant development case studies, and provides community directives for enhancement and growth.

Affordable housing measures, revitalization efforts, and new development initiatives are defined through recommendations made by the community during intensive analysis and public participation. These recommendations for housing and residential development throughout Bayview Hunters Point are:

- *Maintain housing affordability throughout Bayview Hunters Point for both renters and owners;*
- *Assist existing residents who currently live in rental housing to become homeowners in the community;*
- *Strengthen housing assistance programs and preserve housing units that serve the neediest residents, including seniors, single-parent families, and Section 8 renters;*
- *Enhance and improve neighborhoods through the rehabilitation of existing housing and enforcement of blight ordinances;*
- *Promote sensitive and complementary infill development in established neighborhoods;*
- *Promote residential mixed-use development in appropriate locations;*
- *Require new residential and residential mixed-use developments "fit" into Bayview Hunters Point through well-planned urban design and contextual architecture.*

EXISTING RESIDENTIAL ISSUES AND COMMUNITY NEEDS

In Chapter 2, we examined several aspects of the community's social, cultural, and economic character that are important to housing concerns. There is a wide diversity of incomes, ethnicities, household and family types. As seen in Figure 21: *Population and Household Comparison*, the average size of families in Bayview is larger than that citywide: 3.3 persons per household versus 2.3 estimated in 1999. The community also has a much larger proportion of children under age 18 than San Francisco overall: 28.5 percent versus only 16.6 citywide.

Historically diverse, the population of Bayview Hunters Point became predominantly African American during World War II. As of 1990 and still true today, African Americans remain the largest ethnic group. The greatest change of the decade was the proportional growth in Asian residents, representing an estimated 22 percent of the community in 1990.

Bayview Hunters Point has a comparatively large number of households defining themselves as families: a total of 89 percent of the community's households. Whether married-couple or single head of household, most family households have children. A large component of families with children have a single female as the head of household in Bayview Hunters Point: 22 percent versus 6 percent citywide.

While some residents are doing fairly well given the strong economy, many households — at least 45 percent — struggle to acquire and maintain affordable housing. The most vulnerable members of the community are single female householders with young children, the elderly, and youth — most, if not all, are persons of color. The highest level of homeownership in the City is found here, but a majority of these homeowners are elderly African Americans living on limited incomes — at risk of losing their homes, experienc-

ing difficulty in maintaining them, or unable to pass them on to relatives who cannot afford them.

There is a strong sense of crisis for existing residents who feel they are losing the heart and soul of their community because of this rising impossibility of maintaining homeownership. With an estimated 186 percent increase in the average price of a single-family home in San Francisco during the 1980s and similar trends during the late 1990s, owning a home is an impossible dream for even moderate-income householders. As a result of the booming Bay Area economy and the severe shortage of housing throughout the City, there is no lack of buyers who often pay more than the asking price once a house goes on the market.

Rental units are also increasingly unaffordable or unavailable for many people. Rent costs skyrocketed over the last decade as housing construction slowed even while thousands flocked to the City. Few can afford to rent appropriately sized units for their family's size, despite an estimated 52 percent growth in San Francisco's median income since 1990.¹⁹ In Bayview, the estimated rate of growth in average median income has grown between 23 and 47 percent, depending on which sources are consulted.²⁰ Of particular concern to the community are renters using HUD Section 8 housing assistance vouchers that are threatened by the dearth of available units or complete loss of this assistance, with the gap between the "haves" and "have-nots" growing ever wider.

While there is a great desire to see the community grow and become prosperous, revitalization in Bayview Hunters Point must not happen at the expense of existing residents, especially those most in need. As we will examine in detail, there is a tremendous difference between what is available in the marketplace and what everyday people — working and middle class — can afford for all types of housing, whether for rent or ownership.

Figure 21: Population and Household Comparison

	<i>San Francisco Annual Growth</i>			<i>Bayview Hunters Point Annual Growth</i>		
	<i>1990</i>	<i>1999</i>	<i>'90-'99</i>	<i>1990</i>	<i>1999</i>	<i>'90-'99</i>
Population	723,959	790,498	0.88%	27,899	31,436	1.20%
Households	305,584	322,590	0.54%	8,646	9,548	1.00%
Avg. HH Size	2.29	2.31	NA	3.2	3.26	NA

Note: 1999 figures are estimates. Sources: State of California Dept. of Finance; Claritas, Inc.; U.S. Census 1990 STF1; Bay Area Economics, 1999.

Figure 22: Household Income Distribution

Household Income Distribution	San Francisco 1999	Bayview Hunters Point 1999
Less than \$15,000	14.5%	21.0%
\$15,000 to \$19,999	5.7%	7.3%
\$20,000 to \$24,999	5.0%	6.2%
\$25,000 to \$29,999	4.7%	5.3%
\$30,000 to \$34,999	5.2%	5.9%
\$35,000 to \$39,999	4.8%	3.2%
\$40,000 to \$44,999	5.3%	4.2%
\$45,000 to \$49,999	4.1%	4.5%
\$50,000 to \$59,999	8.4%	7.4%
\$60,000 to \$74,999	10.5%	7.7%
\$75,000 to \$99,999	11.9%	12.3%
\$100,000 & Over	19.9%	14.9%
Med. HH Income	\$50,753	\$41,143

Notes: 1999 figures are estimates; 1989 Income of 1990 households Bayview/Hunters Point is defined by the following census tracts: 230, 231, 232, 233, 234, 606, 609, 610
 Sources: State of California Department of Finance; Claritas, Inc.; U.S.Census 1990 STF1; Bay Area Economics, 1999

Beyond affordability issues is a range of concerns about abandoned and blighted residential buildings. Where an owner is present, a need for rehabilitation assistance is indicated. When the property is a privately owned rental building or development where renters are present, health

and safety ordinances must force landlords to bring them up to code. Finally, there are a number of boarded-up and abandoned houses, typically the result of a fire, that negatively affect the entire neighborhood.

These buildings often sit empty for years while residents want to see them rehabilitated or new housing built in their place. The City's Department of Building Inspection can only require that uninhabitable properties be properly fenced and boarded. The Department of Public Health is limited to health-related concerns while the San Francisco Redevelopment Agency has an agreement with the community not to use eminent domain (condemnation) powers in any residential areas of Bayview Hunters Point. The unresolved issue of how to force owners to remove, clean up, or rehabilitate blighting housing needs better solutions from the City and its departments.

Income and Affordability: The Growing Gap

Once the complete results of Census 2000 are published, we will have a more precise view of the affordability needs of all residents. Until then, estimates below provide a foundation of understanding. Figure 22: *Household Income Distribution* illustrates estimated Bayview income ranges comparative to San Francisco. While the proportion of "middle income" residents is roughly similar, the proportion of low-income

Figure 23: Bayview Hunters Point - 1989 Housing Cost Burden

		<i>Spent Less Than 30 % of Income For Housing Costs</i>		<i>Spent More Than 30 % of Income For Housing Costs</i>	
Owner Households					
Household Income	# of Households	% of Households	# of Households	% of Households	
Less than \$10,000	151	3.8%	355	8.9%	
\$10,000 to \$19,999	344	8.6%	259	6.5%	
\$20,000 to \$34,999	515	12.9%	285	7.1%	
\$35,000 to \$49,999	501	12.5%	224	5.6%	
\$50,000 or more	1,157	28.9%	211	5.3%	
Totals	2,668	66.7%	1,334	33.3%	
<i>Total Owner Households: 4,002</i>					
Renter Households					
Household Income	# of Households	% of Households	# of Households	% of Households	
Less than \$10,000	157	5.3%	1,115	29.8%	
\$10,000 to \$19,999	400	10.7%	480	12.8%	
\$20,000 to \$34,999	461	12.3%	392	10.5%	
\$35,000 to \$49,999	299	8.0%	49	1.3%	
\$50,000 or more	343	9.2%	0	0.0%	
Totals	1,700	45.5%	2,035	54.5%	
<i>Total Renter Households: 3,736</i>					

Note: 1990 is most recent information available. Projections indicate that with rising rents, sale prices, and maintenance costs, the housing cost burden will have increased dramatically. Source: Bay Area Economics 2000

households is much larger (34.5 percent versus 25.2 percent citywide) and that of higher-income earning households is smaller (15 percent compared to 20 percent citywide). In 1999, the community had a minimum estimated median household income of \$41,143 compared to San Francisco's estimated median of \$50,753.21 With households tending to be significantly larger in Bayview Hunters Point than those in the City, these figures reveal that Bayview residents are less affluent on a per capita basis.

Lower incomes translate into excessive housing "cost burdens" for residents. An excessive housing cost burden refers to a household paying more than 30 percent of its income towards housing. Figure 23: *Bayview Hunters Point 1989 Housing Cost Burden*, shows how at least 55 percent of renter households and 33 percent of owner households in Bayview suffered from an excessive cost burden in 1990. This percentage has only grown as the cost of housing spirals upward daily. Once the new census information becomes available, a new housing cost burden analysis must be created for review.

Bayview Hunters Point residents, living in one of the nation's most expensive and demand-driven housing markets, face the daunting challenge of securing available, affordable rental housing should they need or desire to move. For example, during a rental housing search conducted during April 2000, only 11 available units were identified, shown in Figure 24: *Bayview Hunters Point Available Market Rate Rental Housing*. This limited number translates into an extremely low vacancy rate of less than 0.2 percent, where rates of four to five percent are considered healthy.

Any household earning 80 percent or less of area median income (AMI) is experiencing an excessive cost burden in rental housing. The majority of households earning 50 to 60 percent AMI are paying more than half of their income for rental costs. Approximately 10 percent of the community's residents currently live in publicly assisted rental housing developments administered by the San Francisco Housing Authority. For lower income households earning 50 percent or less AMI desiring to remain in the community and seeking

Figure 24: Bayview Hunters Point Available Market Rate Rental Housing

Address	Floor Plans	Rental Rates	Open Date	Amenities/Comments
2929 Jennings St.	1BR/1BA	\$875	3/15/2000	Laundry facilities in the building, yard, hardwood and carpet floors, garage included, open view, no pets allowed, Mediterranean building design, faces street, window coverings, gas stove, no dishwasher, garbage disposal cost and utilities not included.
1487 Shafter	1BR/1BA	\$1,000	3/25/2000	Washer/Dryer, 2 blocks off of 3rd St.
Average rental rate for 1 bedroom/1 bath apartment excluding utilities: \$938.00/month				
1442 Hudson Ave.	2BR/1BA	\$1,695	3/15/2000	Laundry facilities in unit, yard, hardwood and carpet floors, garage included, view of downtown, negotiable pet policy, 1940s building, decorative fireplace, window coverings, gas stove, 2 blocks off 3rd St.
1485 Shafter	2BR/1BA	\$1,695	3/25/2000	Washer/Dryer, fireplace, deck. Bonus room can be converted to bedroom, 2 blocks off of 3rd St.
316 Bridgeview Dr.	2BR/1BA	\$1,500	5/1/2000	Washer/Dryer hookups, yard, hardwood floors, garage included, view of the city lights, recently remodeled kitchen and bathroom, no stove or refrigerator in unit.
6510 3rd St.	2BR/1BA	\$1,800	4/17/2000	Carpeted floors, garage space available for \$100 extra, view of city lights, blinds, gas stove, dishwasher, garbage disposal.
Average rental rate for 2 bedroom/1 bath apartment excluding utilities: \$1,649.00/month				
1019 Hollister Ave.	2.5BR/2BA	\$1,650	3/15/2000	Washer/Dryer hookup, yard, hardwood and carpet, garage included, 1930s building design, fireplace, faces street, gas stove, window coverings, dishwasher, garbage disposal cost and utilities not included
352 Bridgeview Dr.	3BR/2BA	\$1,650	3/26/2000	Carpeted floors, street parking only, view of the city lights, gas stove.
3315 Jennings	3BR/1.5BA	\$2,400	4/5/2000	Washer/Dryer hookups, yard, carpeted floors, garage included, negotiable pet policy, Edwardian building design, blinds, gas stove.
986 Key Ave.	3BR/1.5BA	\$2,100	4/5/2000	Washer/Dryer hookups, yard, carpeted floors, street parking, 2 stories, blinds, gas stove, partial view, in quiet cul-de-sac
Average rental rate for 3 bedroom/1.5+ bath apartment excluding utilities: \$2,025.00/month				
1779 Oakdale	4BR/2BA	\$2,450	4/1/2000	Wall to wall carpeting, storage, spacious yard with deck, laundry.

Source: Bay Area Economics, 2000.

affordable rental housing in today's market, the only options available are to live in SFHA units or obtain Section 8 assistance vouchers. There are multi-year waiting lists for both, and several affordable rental units in the community currently accepting Section 8 vouchers face immediate conversion to market-rate rents despite public intervention efforts.

Owning a home is even less possible for many residents who wish to remain in the community or who currently rent and

want to buy a house in the future. The average-priced available home in Bayview Hunters Point is rarely affordable for purchase by any household earning less than approximately 120 percent AMI, as seen in Figure 25: *Bayview Hunters Point Housing Affordability by Income Range, Rent and Sale Price*. For comparative purposes, Figure 26: *Home Sales in Bayview Hunters Point* illustrates recent sale prices in both the community and the City overall, with median sale prices shown.

Figure 25: BVHP Housing Affordability by Income Range, Rent & Sale Price

	<i>Estimated No. of Households</i>	<i>Maximum Household Income</i>	<i>Maximum Monthly Rent</i>	<i>Maximum Home Sale Price</i>	<i>Down Payment</i>
30% AMI Households					
1 Person HH	660	\$15,750	\$394	\$46,412	\$2,321
2 Person HH	760	\$18,000	\$450	\$53,042	\$2,652
3 Person HH	550	\$20,200	\$505	\$59,525	\$2,976
4 Person HH	430	\$22,450	\$561	\$66,155	\$3,308
5 Person HH	270	\$24,250	\$606	\$71,459	\$3,573
6+ Person HH	410	\$26,050	\$651	\$76,764	\$3,838
Subtotal	3,080				
Percent of Total HHs	32%				
50% AMI Households					
1 Person HH	220	\$26,200	\$655	\$77,206	\$3,860
2 Person HH	250	\$29,950	\$749	\$88,256	\$4,413
3 Person HH	180	\$33,700	\$843	\$99,306	\$4,965
4 Person HH	140	\$37,450	\$936	\$110,357	\$5,518
5 Person HH	90	\$40,450	\$1,011	\$119,197	\$5,960
6+ Person HH	140	\$43,450	\$1,086	\$128,037	\$6,402
Subtotal	1,020				
Percent of Total HHs	11%				
60% AMI Households					
1 Person HH	80	\$31,440	\$786	\$92,647	\$4,632
2 Person HH	100	\$35,940	\$899	\$105,907	\$5,295
3 Person HH	70	\$40,440	\$1,011	\$119,168	\$5,958
4 Person HH	60	\$44,940	\$1,124	\$132,428	\$6,621
5 Person HH	30	\$48,540	\$1,214	\$143,037	\$7,152
6+ Person HH	50	\$52,140	\$1,304	\$153,645	\$7,682
Subtotal	390				
Percent of Total HHs	4%				
80% AMI Households					
		<i>Between 75 - 80% AMI, begins to afford rents</i>			
1 Person HH	170	\$40,800	\$1,020	\$120,229	\$6,011
2 Person HH	200	\$46,650	\$1,166	\$137,467	\$6,873
3 Person HH	140	\$52,500	\$1,313	\$154,706	\$7,735
4 Person HH	110	\$58,300	\$1,458	\$171,797	\$8,590
5 Person HH	70	\$63,000	\$1,575	\$185,647	\$9,282
6+ Person HH	110	\$67,650	\$1,691	\$199,349	\$9,967
Subtotal	800				
Percent of Total HHs	8%				
120% AMI Households					
		<i>Between 115 - 120% AMI, begins to afford ownership</i>			
1 Person HH	270	\$62,950	\$1,574	\$185,500	\$9,275
2 Person HH	320	\$71,900	\$1,798	\$211,873	\$10,594
3 Person HH	230	\$80,900	\$2,023	\$238,394	\$11,920
4 Person HH	180	\$89,900	\$2,248	\$264,915	\$13,246
5 Person HH	110	\$97,100	\$2,428	\$286,132	\$14,307
6+ Person HH	170	\$104,300	\$2,608	\$307,349	\$15,367
Subtotal	1,280				
Percent of Total HHs	13%				
121 + % AMI HHs	2,973				
Percent of Total HHs	31%				

(a) Estimate based on 1990 income distribution and household size distribution projected to 2000.

(b) From California Dept. of Housing and Community Development, HUD, and California Tax Credit Allocation Committee.

(c) Affordability defined as 30 % of HH income available for rent + utilities.

(d) Based on: Annual Interest Rate (Fixed):8.5%; Term of mortgage (Years):30; Percent of sale price as down payment: 5.0%;

Initial property tax rate (Annual): 1.165%; Annual Insurance rate as percent of sale price: 0.25%; Percent of household income available for PITI: 30.0%
Source: San Francisco Redevelopment Agency; Bay Area Economics, 2000.

Figure 26: Home Sales in Bayview Hunters Point

Sale Price	Bayview Hunters Point 1/00 - 4/00		Bayview Hunters Point 7/99 - 10/99		San Francisco 7/99 - 10/99	
	# of Units	% of Total	# of Units	% of Total	# of Units	% of Total
Less Than \$100,000	1	1.7%	0	0.0%	0	0.0%
\$100,000 to \$109,999	2	3.4%	0	0.0%	0	0.0%
\$110,000 to \$119,999	0	0.0%	0	0.0%	1	0.2%
\$120,000 to \$129,999	0	0.0%	2	2.2%	2	0.3%
\$130,000 to \$139,999	1	1.7%	5	5.5%	6	0.9%
\$140,000 to \$149,999	3	5.2%	2	2.2%	3	0.5%
\$150,000 to \$159,999	0	0.0%	2	2.2%	6	0.9%
\$160,000 to \$169,999	2	3.4%	5	5.5%	9	1.4%
\$170,000 to \$179,999	2	3.4%	2	2.2%	5	0.8%
\$180,000 to \$189,999	3	5.2%	4	4.4%	7	1.1%
\$190,000 to \$199,999	1	1.7%	3	3.3%	10	1.6%
\$200,000 to \$209,999	2	3.4%	6	6.6%	12	1.9%
\$210,000 to \$219,999	1	1.7%	4	4.4%	10	1.6%
\$220,000 to \$229,999	5	8.6%	3	3.3%	17	2.7%
\$230,000 to \$239,999	4	6.9%	6	6.6%	15	2.4%
\$240,000 to \$249,999	4	6.9%	4	4.4%	24	3.8%
\$250,000 to \$259,999	3	5.2%	9	9.9%	17	2.7%
\$260,000 to \$269,999	1	1.7%	3	3.3%	23	3.6%
\$270,000 to \$279,999	3	5.2%	2	2.2%	18	2.8%
\$280,000 to \$289,999	1	1.7%	2	2.2%	23	3.6%
\$290,000 to \$299,999	2	3.4%	2	2.2%	23	3.6%
\$300,000 to \$399,999	16	27.6%	14	15.4%	213	33.5%
\$400,000 to \$499,999	1	1.7%	11	12.1%	114	18.0%
\$500,000 and Above	0	0.0%	0	0.0%	77	12.1%
Total	58	100.0%	91	100.0%	635	100.0%
Median Sale Price	\$240,000		\$244,500		\$360,000+	

Notes: Represents all full, verified, and confirmed sales; Neighborhoods are defined by the following census tracts:

Bayview Hunters Point - 230, 231, 232, 233, 234, 606, 609, 610

Sources: First American Real Estate Solutions; Bay Area Economics, 2000.

Policy Implications for Addressing the Affordability Gap

The housing affordability analysis illustrates how for renters:

- There is an extreme shortage of rental units for all income groups
- The units being built or available for rent are rarely large enough for household sizes
- As many as two-thirds of all existing renters in the community face excessive housing cost burdens
- Market-rate rents are not affordable for at least half of existing residents, while a household must earn at least 75 percent of area median income to secure an available housing unit without experiencing an excessive cost burden.

For those households earning 30 percent or less of the area median income (AMI) of \$41,143, the major hous-

ing resource is the preservation of public housing. The San Francisco Housing Authority is currently at work obtaining grants and other funds to rehabilitate, improve, and expand public housing developments in Bayview Hunters Point. However, the need is greater than what public housing can provide. As well, SFRA is currently working with residents in efforts to preserve Section 8 affordable rental units at risk of conversion. Other possibilities include supporting non-profit owned, City-funded developments and inclusionary provisions that set-aside a percentage of units in new developments for households in lower income-ranges. Households earning less than 75 percent of AMI, but more than 30 percent, are also helped by these inclusionary provisions.

In order to build affordable rental units, developers will require that the affordability gap be filled through public

subsidization. The development of rental housing for households with up to 60 percent AMI, using Low Income Housing Tax Credits and modest land acquisition subsidies, can provide many more housing opportunities for the same subsidy amount. If \$1 M of subsidy were available, 25 units or more of rental housing could be developed for this income level.

The analysis also illustrates that for homeowners:

- The majority of households are homeowners and the majority of homeowners are seniors on limited incomes
- At least one-third of existing homeowners face excessive housing cost burdens
- Approximately 70 percent of existing Bayview residents cannot afford to buy market rate homes for sale in the community.

For limited-income homeowner households, the major issue is maintenance assistance and access to counseling should the need for financial help arise. The majority of housing units in Bayview Hunters Point — 66 percent — are single-family houses. Many of these have lots that allow the addition of rental housing units in backyards whose income can offset a portion of the homeowner’s cost burden. In order for this to be allowed, zoning rules would need to be changed. Meanwhile, existing neighborhoods have several limited infill opportunities for new single-family, duplex, or tri-plex housing on currently empty lots. In order to build affordable infill housing for homeownership, non-profit developers will likely need to be involved and require the affordability gap be made up through subsidies from public agencies.

As larger parcels become available for redevelopment, more opportunities for homeownership will become possible through inclusionary requirements (where the developer is required to set-aside a certain percentage of units as affordable units). In other cases, public subsidies for affordable units incorporated into a new development or lowered land costs through purchase by public agencies such as the San Francisco Redevelopment Agency can be part of the solution.

With the larger family sizes seen in Bayview, the minimum number of bedrooms desirable in a housing unit is three to four. A typical three bedroom/two bath housing unit serving a family of four costs at least \$250,000 to develop. The estimates of subsidy amounts required for a four-person family at the various income levels shown in Figure 24 are based on the use of a theoretical amount of one million dollars of public funds to use for subsidies.

- A typical ownership unit for a four-person household earning 30 percent of the area median income (meaning

the household earns \$22,450 annually) would require a subsidy of \$183,345 or more to make this type of unit affordable. The \$1 million subsidy would help create 5.5 of these housing units.

- A four-person household earning 50 percent of the area median income (meaning the household earns \$37,450 annually) would require a subsidy of \$139,643 or more to make this type of unit affordable. The \$1 million subsidy would help create seven of these housing units.
- A four-person household earning 60 percent of the area median income (meaning the household earns \$44,940 annually) would require a subsidy of \$117,572 or more to make this type of unit affordable. The \$1 million subsidy would help create seven of these housing units.
- A four-person household earning 80 percent of the area median income (meaning the household earns \$58,300 annually) would require a subsidy of \$78,203 or more to make this type of unit affordable. The \$1 million subsidy would help create seven of these housing units.

In addition to new, affordable ownership housing units, several other opportunities should be further explored. These include senior housing options with or without services to provide assistance with daily living and reverse annuity mortgage programs that allow aging current homeowners to remain in place and capture the value of equity in an ownership unit. Other options include lease-to-own programs or lease-hold arrangements where a land trust owns the land parcel and the purchaser buys the house for construction costs, with a non-revocable long-term lease for the land (e.g., 99-year leases). Conventional lenders are also beginning to offer zero down payment programs and no-credit history mortgages that may assist some potential neighborhood buyers. Another ownership strategy that has experienced success in other cities is the combination of an ownership unit with a rental unit (back house), providing an income stream to help the buyer qualify for his/her mortgage.

EXISTING CITY PROGRAMS FOR HOMEOWNER AND RENTER ASSISTANCE

There are a number of existing programs that respond to the housing needs and growing affordability gap experienced by residents of Bayview Hunters Point and communities throughout the City of San Francisco. The community’s main concern is that residents know what types of assistance are available. The following provides readers with a brief description of each program and the agency or agencies administering them. Note that many agencies maintain websites with detailed information and most can be

reached via the City's central website at www.ci.sf.ca.us; for readers without access to computers, contact the listed agency or City Hall by telephone for assistance.

Single-Family Housing Assistance Programs

- 1 **COMMUNITY HOUSING REHABILITATION PROGRAM (CHRP)**
The Mayor's Office of Housing uses federal grant money from HUD's Community Development Block Grant program to assist qualifying low-income seniors and low income single-family homeowners to rehabilitate their homes.
- 2 **CODE ENFORCEMENT REPAIR FUND (CERF)**
The Mayor's Office of Housing uses state grant funds to assist low-income seniors and low-income single-family homeowners with emergency repair needs of up to \$15,000.
- 3 **MORTGAGE CREDIT CERTIFICATE PROGRAM**
The Mayor's Office of Housing administers an individualized federal tax credit program that increases the buying power of qualifying first-time homeowners to aid them in purchasing their first home, duplex, townhouse, or condominium city-wide. The program also targets specific census tracts within the City of San Francisco, including a portion of Bayview Hunters Point.
- 4 **DOWN PAYMENT ASSISTANCE LOAN PROGRAM (DALP)**
The Mayor's Office of Housing, in conjunction with participating lenders, provides deferred payment loans to qualifying low- and moderate-income first-time homeowners for down payment assistance of up to \$50,000 when purchasing their first home, townhouse, or condominium. An accompanying homebuyer education and counseling program is required, sponsored by either the mortgage lender or a nonprofit organization.
- 5 **SINGLE-FAMILY RESALE PROGRAM**
The Mayor's Office of Housing and the San Francisco Redevelopment Agency work together to assist qualifying first-time homeowners in purchasing a home in certain designated developments within the City.
- 6 **LEAD ABATEMENT PROGRAM**
The Mayor's Office of Housing administers grants to qualifying family daycare and foster care providers needing lead abatement assistance to clean up their homes if lead paint problems exist.
- 7 **UNREINFORCED MASONRY BUILDING REPAIR PROGRAM**
The City's Department of Building Inspections Department administers a low-interest and/or deferred payment loan program to qualifying homeowners needing assistance to upgrade residences built without the

benefit of reinforcement necessary to prevent hazards to occupants or in repairing damage caused by earthquakes.

8 **PROPOSED "MODEL BLOCKS" SINGLE-FAMILY REHABILITATION PROGRAM**

This program does not currently exist, but has been proposed by the San Francisco Redevelopment Agency. The Agency would sponsor and fund a program offering a variety of grants to qualifying low-income homeowners needing assistance in rehabilitating and maintaining their homes.

Multiple-Family Residential Assistance Programs

- 1 **NON-PROFIT OWNED RENTAL LOAN PROGRAM**
The Mayor's Office of Housing and the San Francisco Redevelopment Agency work together to provide rehabilitation grants and low-interest loans to non-profit owned multiple-family complexes and buildings.
- 2 **AFFORDABLE HOUSING PRESERVATION PROGRAM (HUD-ASSISTED/SECTION 8 HOUSING)**
The San Francisco Redevelopment Agency, in consultation with the Mayor's Office, administers a program designed to preserve the affordability of nearly 9,000 units in 88 HUD-assisted (project-based Section 8) housing developments citywide. The program performs tenant outreach and education, including a resident empowering grant program, legislative initiatives designed to better protect residents, and owner outreach and development purchasing. Under the last category, the Agency provides technical and funding assistance to nonprofit organizations that commit to preserving the long-term affordability (a minimum of 50 years) of any development they may purchase from a profit-motivated owner.
- 3 **SENIOR RENTAL HOUSING**
The Mayor's Office of Housing (MOH) makes funds available to non-profit organizations for the development of affordable, supportive housing for seniors, targeting very low income persons in need, especially frail elderly persons. These activities include the acquisition and rehabilitation of apartment buildings to expand the supply of permanent service-enriched housing and the construction of new, permanently affordable rental housing with supportive services. The Council on Aging and MOH work together to help connect elders to affordable housing through advocacy and information services. The Mayor's Office of Housing maintains a website with lists

of specific housing developments and contact information. The *Senior Central* offices, sponsored by the Council on Aging and located in specific neighborhoods, provide one-on-one counseling and assistance.

4 FAMILY AND SUPPORTIVE RENTAL HOUSING

In order to encourage the development of 100 percent affordable, mixed-income supportive housing consistent with goals and needs identified in the City's *Consolidated Action Plan for 1999*, the Mayor's Office of Housing and the San Francisco Redevelopment Agency are providing funds for the development of family and supportive housing serving low and extremely low-income families. A minimum of 20 percent of the units must be set aside for project or tenant-based Section 8-supported households. The funds are linked to other federal sources including those provided through the Department of Public Health and Health Services for supportive services, the Housing Authority for rent subsidies, and the Mayor's Office of Economic Development for the creation of public facilities such as childcare centers.

5 HOUSING OPPORTUNITIES FOR PERSONS WITH AIDS (HOPWA)

The San Francisco Redevelopment Agency administers the Housing Opportunities for Persons with Aids (HOPWA) program in the San Francisco area. SFRA has used HOPWA allocations to fund supportive services and rental assistance contracts for 633 units in 14 different housing programs, also providing capital funds for the development and construction of over 300 units of affordable housing for people living with HIV/AIDS who have a very low income. These projects include facilities that serve a mixed population to ensure a variety of housing options for HOPWA clients.

SFRA administers two HOPWA-funded rental subsidy programs for people with HIV/AIDS, serving 475 households, and uses a portion of the allocated funds to support residential facilities, including five state-licensed Residential Care Facilities for the Chronically Ill. The San Francisco Housing Development Corporation is developing a mixed use, mixed income family development at 4445 Third Street in Bayview Hunters Point, at the corner of Third and LaSalle Streets. It will consist of 30 rental apartments affordable to households earning between 20 percent and 50 percent of area median income, with ground floor and commercial space. Eight of these units are financed through the HOPWA program. These units, along with seven others, will also receive project based Section 8 subsidies.

San Francisco Housing Authority (SFHA)

SFHA owns and manages five low-income public housing developments within Bayview Hunters Point: Hunters View, Westbrook, Alice Griffith (otherwise known as Double Rock), and Hunters Point "A East," "A Upper West," and "A Lower West." The developments house more than 950 families, each with an average household income under \$10,000 a year, paying approximately \$220 per month in rent. All of the sites have Tenant Associations and Management Corporations comprised of residents. These community-based organizations are professionally supported by the Housing Authority's Social Services Department, with further assistance given through the CalWorks program.

With the resident association's and Bayview Hunters Point PAC's blessings, SFHA has submitted a grant application for renovation funding to be applied to the Hunters View development, funded by the U.S. Department of Housing and Urban Development (HUD) under the HOPE VI program. There has been substantial interaction with current Hunters View residents, the community at large, and City staff – including working closely with SFRA staff in concert with the creation of this *Revitalization Concept Plan*. The larger community goals, strategies, and issues identified in the *Concept Plan* helped inform the site planning, urban design, and social spaces of the HOPE VI proposal.

The physical revitalization plan for the Hunters View development would include the demolition of all 267 public housing units, 91 percent of which are substandard, and replace them on a one-to-one basis with additional new construction for a total of 413 new mixed-income units. The new urban design plan reflects the community's goals for connectivity, design character, and defensible spaces. The new Hunters View would provide two, three, four and five-bedroom units in townhomes with private entrances from the street and private, fenced yards or decks at the rear of each unit. This variety in unit sizes, along with different bedroom configurations, promotes economic and demographic diversity within the development. Intergenerational goals will be met through senior housing options and units accessible to persons with disabilities.

Figure 27 identifies the number and type of units proposed in the 2000 HOPE VI grant application.

A new street plan will connect the development with the rest of the community. In place of large indefensible open spaces, the enclosure of blocks by residences with fencing will create private yards, creating individual residential

Figure 27: Summary of San Francisco Housing Authority HOPE VI Housing Proposal

Household Income Range	% of Total Units	Number of Rental Units	Number of Ownership Units	Total
0 – 30% AMI	40%	164	0	164
31 – 60% AMI	36%	118	30	148
61 – 80% AMI	11%	15	30	45
Market Rate	13%	56	0	56
Total	100%	353	60	413

Notes: The total units for 0 – 30% AMI is based on SFHA experience with the percentage of residents at HOPE VI sites who wish to remain or return. Additional units in this income range will be provided as necessary to ensure that all existing Hunters View residents who wish to return to a new unit at Hunters View are able to do so. The 30 ownership units for the 31 – 60% AMI range will be built by Habitat for Humanity. A total of 30 units for 61 – 80% AMI will be set aside for affordable first-time ownership targeting police officers, firefighters, and public school teachers.

control. Common fenced play areas for children will be located throughout. A new, 8,200 square foot community building will be centrally located facing a public plaza. As the focus for civic and educational programs for residents, spaces include management and resident offices, a computer learning center, community meeting rooms, classrooms, offices for “Resident Achievement Coaches” who will provide a “One-Stop Shop” supportive services center, and community event space for the neighborhood at large. A new child development center will be located near a new senior center to foster intergenerational activities.

Habitat for Humanity San Francisco

Habitat for Humanity San Francisco, an affiliate of Habitat for Humanity International, is a renowned non-profit organization dedicated to providing affordable homeownership opportunities to low-income first time buyers. They are collaborating with the City on several small-scale affordable infill housing projects, including the completion of three homes on Innes Avenue with land provided by the Redevelopment Agency next to Hunters View. As part of SFHA’s recent HOPE VI application, Habitat would develop 30 ownership units for qualifying Hunters View and Bayview Hunters Point households earning 40 to 50 percent AMI. Habitat also works in partnership with the City to renovate homes and rehabilitate community centers and service provider offices.

RESIDENTIAL CHARACTER, DENSITY ANALYSES, AND ARCHITECTURAL PROTOTYPES

In this section, we have looked at the characteristics, needs, and programs serving the people of Bayview. Now we turn our attention to place. Residents, business owners, and leaders have expressed great interest and concern

about how new development will serve to enhance their community. In order for new development or redevelopment to respond appropriately to established form and serve the goals of the community, an understanding of Bayview Hunters Point’s physical character is provided through the following photographs and descriptive analysis.

Bayview Hunters Point is characterized by a small town form. The Town Center serves as a cultural and commercial heart and is surrounded by residential neighborhoods and industrial or mixed-use districts. There are a number of large residential areas identified within the community, shown in Map 10, *Neighborhoods and Districts*. Each has a character to which new development should respond through sensitive site planning and architecture in order to “fit” into the community gracefully.

Much of the existing built environment predates 1970, with several new residential enclaves built on or proposed for recycled land. Hilly topography defines the boundaries of many neighborhoods and the character of how homes relate to one another. A number of historically valuable structures, ranging from late 1800s Victorians to late 1930s Art Moderne townhouses and Period Revival cottages, characterize the architecture of both the Town Center and majority of surrounding residential neighborhoods. Architects and urban designers describe a community like Bayview Hunters Point as having “fine-textured” neighborhoods, varied in bulk (size) and height, and “compact” form (buildings in relationship to one another).

While the mixing of institutional and some commercial uses does not harm residential areas, there are few buffers between residential and industrial land uses in Bayview Hunters Point. As a result, many residences are negatively impacted by traffic or industrial operations surrounding

BAYVIEW'S EXISTING RESIDENTIAL PROTOTYPES



TOP LEFT Central Bayview has a high concentration of Victorian homes. **TOP RIGHT** The San Francisco Redevelopment Agency helped to sponsor the All Hallows Garden Apartments. This development provides 157 affordable rental units for the community. **BOTTOM LEFT** Portola Place is a new residential development in a changing industrial area within the South Basin District. **BOTTOM RIGHT** Homes in the Bret Harte neighborhood.

them, including trucks on residential streets and noise or pollution caused by adjacent facilities. Obsolete industrial facilities outside of protected industrial land use zones are becoming available for redevelopment, creating the need for more specific plans that detail how and where new residential development should occur.

The following sections examine several residential areas, provide residential density figures based on field surveys, and detail valued architectural qualities. These analyses provide a foundation of understanding to which new residential development should respond.

Bayview Town Center and Central Bayview

The center of the community is characterized by a commercial corridor with civic/institutional, retail, and residential mixed-use buildings surrounded by residential neighborhoods or industrial districts. The topography is gently sloping, with a few high points located on the western side of Third Street. The area has a regular grid of streets that changes once it meets the Hunters Point Hill by either becoming dead-ends or curving collectors serving the Hill residential neighborhoods. In general, neighborhoods have a mixture of two-story single-family houses, duplexes, and larger individual residential complexes, generally without side or front yard setbacks. Many homes have front porches and/or stairways to the street. There are several small-scale empty lots within many residential blocks.

Churches and businesses are found near arterial streets closer to Third Street and in small commercial nodes (for example, where Innes Avenue crosses into the Hunters Point Shipyard). Churches and businesses, some in converted residential buildings, are also interspersed along the regular grid of streets. There are several instances where churches are located mid-block, reflecting the intertwined nature of church and community. A comparatively higher degree of variation in the bulk and heights of buildings is present and coupled with varied architectural styles and color treatments. Built at various times over the last century, the central area of the community has the largest number of older Victorian structures intermixed with Art Moderne, Period Revival and San Francisco Townhouse architectural styles. Some houses have separate garages located in the rear or side of the lot while others have front yards with driveways or small garages tucked into the first floor.

There is a mixed degree of remodeling and restoration seen throughout the area and many of the houses have addi-

tions or rear-yard back houses with separate addresses. Field surveys indicate an estimated net density range – counting all the land area within the blocks but not the streets – of 24-36 dwelling units to the acre (du/a). The actual counts may be higher due to under-counted back houses or potential unofficial rental units. It is important to note that these counts need to be adjusted for other land uses within the block – businesses, churches, and other institutions. This “effective net density” increases the range to 45 – 65 du/a.

Silver Terrace and Portola Place

Silver Terrace is a large residential area characterized by steep hills and curving streets with a mixture of two-story single-family houses, duplexes, and larger individual residential complexes, generally without side or front yard setbacks. The topography is dominated by the large hill in its center, with steep slopes on its northern flank affecting the layout of streets, lots, and buildings. Housing styles are generally in homogeneous groupings, quite apparently built within a relatively short period of time. Many were built with garages tucked into the first level, with short or non-existent driveways. Variation in the heights of buildings of similar style is due to the changing topography.

Single-family and townhouse styles predominate, many with interesting stairways to the street. Non-residential land uses are limited to major streets closer to the Town Center; the mid-block churches seen in the central Bayview district are not present here. Housing is in generally good condition and there are several new infill residential areas on cleared land in the flatter area south of Silver Terrace Hill, most notably Portola Place. Although technically included in the “South Basin Industrial District,” Portola Place is included with Silver Terrace because it is adjacent and represents a growing residential area where obsolete industrial land will increasingly be redeveloped as new residential neighborhoods.

The Portola Place development provides an excellent example of “good fit” in urban design and architecture. The architectural forms reflect influences by local example: there is a mix of complementary colors, the bulk of the buildings is broken up to appear more slender and breaking up any monolithic facades, the intricate ironwork on porches and entryways matches that seen throughout the community, and each unit has a porch/stairway leading to the sidewalk with small individualized areas for gardening.

Field surveys indicate estimated net density ranges (counting the land area within the blocks but not the streets) of

approximately 32 dwelling units to the acre (du/a) in the Silver Terrace neighborhood to 70 du/a in Portola Place.

Hunters Point Hill

Hunters Point Hill actually consists of several smaller neighborhoods, each often defined as a single street or housing development. There are two large public housing developments dominating the area, with adjacent SFRA-sponsored residential developments. The hilly topography and open landscape combine to afford dramatic views of downtown and the bay. Unlike anywhere else in Bayview Hunters Point and attributable to redevelopment and Housing Authority activities in the 1960s and 1970s, the area is characterized by suburban street layouts, including cul-de-sac arrangements.

There is a mixture of large three-story multi-family complexes and two- or three-story single-family houses. In general, single-family or duplex units have rear yards and multi-family housing is set into an open landscape with smaller parks and playgrounds interspersed. The existing architecture of the public housing complexes is spare and with little ornamentation, while single-family and duplex housing tends to reflect suburban styles. Parking is either concentrated in surface lots or incorporated into individual private garages.

There is a mixed degree of remodeling and restoration seen throughout the area, with the San Francisco Housing Authority charged with rehabilitating public housing and upgrading facilities. Though there is much lacking in the style of the built architecture, the open views should be preserved. Field surveys indicate an estimated net density range (counting the land area within the blocks but not the streets) of as much as 100 dwelling units to the acre for large blocks with three-story multi-family structures to approximately 30 du/a in the more suburban style developments.

Bret Harte

The Bret Harte neighborhood area is also fairly large, with smaller neighborhoods contained within it. The topography is more varied than the central part of the community, with a regular grid of streets overlaid on small hills, often affording expansive views. In general, the area is much like central Bayview; characterized by a mixture of two-story single-family houses, duplexes, and larger apartment buildings. Older houses tend to have side or front yards, often with mature trees. Many homes have front porches and/or stairways to the street.

Churches and businesses, some in converted residential buildings, are interspersed along the regular grid of wide streets, typically at street corners or on arterial streets closer to Third Street. At the edges of the neighborhood, streets have residences on one side and industrial businesses on the other, with little in the way of buffers. There is a fair amount of variation in the bulk and heights of buildings, coupled with a wealth of architectural styles and color treatments. Many Period and Mission Revival styles are present, interspersed with Art Moderne townhouses. Some houses have separate garages located in the rear or side of the lot while others have front yards with driveways or small garages tucked into the first floor.

There is a mixed degree of remodeling and restoration seen throughout the area. There is also comparatively greater need for housing restoration and maintenance. More opportunities for infill can be found in this part of the community. Field surveys indicate an estimated net density range — counting the land area within the blocks but not the streets — of approximately 32–36 dwelling units to the acre (du/a). The actual counts may be higher due to undercounted back houses or other rental units. As in the Town Center, it is important to note that these counts need to be adjusted for other land uses within the block — businesses, churches, and other institutions. This “effective net density” increases the range to 45–65 du/a.

DEVELOPMENT CASE STUDIES

The following development case studies illustrate an array of residential options that serve the larger goals of the Bayview Hunters Point community. Two general categories of neighborhood type include residential and residential mixed-use. The case studies range in their provision of affordable ownership and rental opportunities. Architecture and site planning details including parking are explored with attention to neighborhood “fit” and provision of community space.

A. Residential Neighborhoods

PARKVIEW COMMONS, SAN FRANCISCO – AFFORDABLE OWNERSHIP DEVELOPMENT

This case study is valuable for Bayview Hunters Point as an example of condominiums built for low to moderate-income first-time homeowners. The development also illustrates how neighborhood concerns, when addressed in an open community forum, enhance the design program for any site in an established residential area. The project consists of 114 affordable housing units with a range of sizes



Pedestrian pathways at Parkview Commons are well lit and bordered by flower gardens and major tree plantings. Photograph by John Sutton.

for all household sizes: 16 one-bedroom, 26 two-bedroom, 38 three-bedroom, and 34 four-bedroom units. They are divided into three-story flats facing the streets and two-story mid-block cottages.

The fifty-foot grade change is traversed by well-lit pedestrian walks bordered with flower gardens, also built into the site plan to feel like an Italian hill town. The architecture reflects a Mediterranean influence developed to reflect existing neighborhood characteristics including compatible street edge setbacks, heights, and bay modulations. Two Art Deco style gymnasiums belonging to the former school on the site were saved and converted into a community center and classrooms.

Auto access is restricted to small interior drives leading to either individual garages or small garages off parking courtyards. Parking garage access is connected to stairways with direct internal access to the townhouse units, providing security for homeowners.

Because the land is leased to the City by the San Francisco School District on a long-term basis, residents purchase

their dwellings but lease the land under them for a small amount of money. To offset the subsidy, the City holds a second mortgage with a lien making up the affordability gap; to ensure long-term affordability, the City also obtained the right to purchase the property from the school district and a right of refusal for as long as the owners have the home.

CHURCH STREET APARTMENTS, SAN FRANCISCO — NON-PROFIT AFFORDABLE RENTAL DEVELOPMENT

This case study shows how relatively high density apartments with a range of bedroom sizes can be sensitively designed to fit existing neighborhood scale and character. Built by Bridge Housing, with affordable housing financial assistance from SFRA, the Church Street Apartments occupy the block adjacent to the San Francisco Mint at Church and Duboce Streets. The design process incorporated community input about architecture and neighborhood needs.

The development includes a total of 93 units on a 1.02 acre site, along with a community room with a computer lab, day care facilities, under-structure parking, and a central open space with both lawn and tot lot areas. There are 31 one-bedroom apartments, 34 two-bedroom flats and apartments, and 28 three-bedroom units. The City approved a 25 percent reduction of parking with a one space per unit formula because of direct access to an adjacent Muni station. The reduction in parking space requirements led to more money available for amenities.

Overall residential density is 90 dwelling units to the acre, but appears much lower because of breaks in the facades, bay windows, and landscape. The architectural styling and dimensions take cues from neighborhood Victorian and Edwardian townhouses, with a combination of three and four stories in concert with the downward slope of the street.

SOJOURNER TRUTH TOWNHOMES, BROOKLYN, NY — AFFORDABLE OWNERSHIP INFILL DEVELOPMENT

This case study provides an example of self-sustaining affordable ownership for the Bayview Hunters Point community. The development consists of 68 attached, two-family townhouses in which low-income, first-time homeowners occupy the first level and the finished basement while either renting the second floor unit or sharing housing costs with extended family members.

68 one- to two-bedroom flats and 68 two- to four-bedroom townhouses have transformed what were once debris-filled vacant lots into a vibrant neighborhood addition. Each set of buildings has front and back yards for community use

and children's play. Each townhouse or flat has self-contained laundry facilities. A total of 68 off-street surface parking spaces were placed in the rear of the housing units to fit the surrounding neighborhood context.

HAYES VALLEY, SAN FRANCISCO — AFFORDABLE RENTAL REHABILITATION: HOPE VI PUBLIC HOUSING

This case study is important because social good was achieved through the renovation of public housing serving many deserving people who struggle financially. At the same time, it offers a platform for future discussions about how to reconnect residents after reconstruction is complete.

Hayes Valley Apartments, located at Fell and Webster Streets, is the result of a reconstruction effort with the assistance of \$22.5 million in federal Hope VI grants and \$18.6 million in private funds. A total of 449 bedrooms for families were constructed to replace the original 463 units, predominantly studios and 1-bedroom units.

An additional \$1.6 million in Hope VI funds have been used to create a Community and Supportive Services Plan, which emphasizes the connection of residents to economic opportunities and fosters family self-sufficiency.

Residents who were temporarily relocated were given the first right to return to the new housing. The 264 families who were relocated from Hayes Valley North and South received regular newsletters, notices and other information about the progress of the project during the construction period. Those who returned received pre-screening counseling about money man-

agement skills, community involvement opportunities, and compliance with lease requirements. On the basis of the experience with Hayes Valley, the Housing Authority has made even more intensive provisions for the HOPE VI grant to rehabilitate Hunters View.

WEST TOWN II, CHICAGO, ILLINOIS — PUBLIC/NON-PROFIT INFILL DEVELOPMENT

This case study is valuable for Bayview Hunters Point because it shows how localized job-training can be incorporated into building affordable housing. A local community organization joined with private developers to build this development in Chicago's "West Town" neighborhood, three miles northwest of the Downtown Loop. A Section 8 grant from the US Dept. of Housing and Urban Development was crucial to the construction of housing affordable to low and very low-income families and individuals. Unlike most city construction projects, West Town II employed a large number of neighborhood residents through a jobs-for-residents program.

The design process, from planning through finishing details, incorporated community input. Low, ornamental fencing was used on small private front yards, with higher fencing on rear and side yards. Parking is off side streets or back alleys.

B. Residential Mixed-Use Neighborhoods

LORIN STATION, BERKELEY — AFFORDABLE RENTAL AND MIXED-USE DEVELOPMENT

This case study is an example of a successful mixed-use and affordable housing development as part of a larger strategy to revitalize a struggling commercial corridor. For years, this Berkeley neighborhood has experienced high crime and disinvestment. The South Berkeley Community Development Corporation focused on economic development aspects, while the neighborhood organization pursued discussions with the city of Berkeley and development team about parking concerns, open space needs, compatible building heights, and the character of future residents.

The result is small-site affordable rental housing development for low-income families and individuals, with ground floor mixed-use storefronts designed to fit into the scale and character of the neighborhood. The 14 units include four one-bedroom, eight two-bedroom, and two three-bedroom apartments, combined with community/laundry facilities, a small courtyard open space with a playground, 4,500 square feet of retail/commercial space, and 16 under-building parking spaces set on one-third acre. Apartments are entered from a residential side street through a secured communal gateway.



Entry facade of typical infill unit of the West Town II affordable housing development in Chicago, Illinois. Photograph by Wayne Cable.



The Lorin Station in Berkeley, California is a good example of mixed use and affordable housing as part of a commercial revitalization strategy.

HISMEN HIN NU TERRACE, OAKLAND — PUBLIC/NON-PROFIT MIXED-USE DEVELOPMENT

This case study is extremely valuable for Bayview Hunters Point because it illustrates how a large, low-income housing mixed-use development, sited along a major commercial corridor and within a BART transit node, serves as both a social and economic catalyst for neighborhood revitalization.

The development was supported by a grant from the City of Oakland, with considerable input from the local San Antonio Community Development Council and non-profit East Bay Asian Local Development Corporation. Community



Hismen Hin Nu Terrace includes flats and townhouses for low and very low income families as well as a community center, daycare facility and neighborhood commercial facing the main boulevard. Photograph by Janet Delaney.

workshops were held to design the site plan and help local residents understand the implications of housing density for affordability. A vote was held, with people choosing mixed-use four-story buildings along the boulevard and three stories on residential side streets. Neighborhood business owners provided input about first-floor commercial uses, leading to the inclusion of a childcare center, a two-story market hall with space for 19 vendors, and small-scale storefront retail. Separate retail parking is tucked into its own internal garage.

The program includes gracefully designed and warmly colored flats and townhouses for low and very low-income families and seniors, typically 50-60 percent AMI, over ground floor retail/commercial establishments and parking. Family dwellings include 30 three-bedroom and 10 four-bedroom units in townhouses. Seniors, couples and singles occupy 17 one-bedroom and 35 two-bedroom apartment units. A community center is integrated into the development, with landscaped interior courtyards located on both the street and upper levels above parking. The architecture reflects the Mission Revival style seen throughout the neighborhood, with the red tile roofs, trellised porches, and warm-colored stucco complementing the neighborhood's character.

Public art and cultural education displays were funded by a National Endowment for the Arts grant. The artworks were designed to reflect the ethnically diverse community with murals, sculptured panels, decorative tiles, and metal art such as the entry gate and fencing. Security was a major concern in the design process, including the gate, intercom system, and location of porches and windows providing views throughout.

COMMUNITY RECOMMENDATIONS

Maintain Housing Affordability in Bayview Hunters Point

THE COMMUNITY RECOMMENDS:

- Provide a balance between ownership and rental opportunities, with affordable housing incorporated into each neighborhood within the community.
- Assist existing residents earning 30 to 100 percent AMI who currently live in rental housing to become homeowners in the community through all available public subsidy programs, inclusionary affordable housing requirements, and creative measures bringing homeownership opportunities.
- Development teams should help educate and provide

citizens with creative measures for new affordable development, including second-unit rental programming, sweat equity and jobs-for-residents participation, and other measures that let people participate in making affordable housing a long-term reality.

- The community strongly supports affordable housing incentives for teachers and police to live and work within Bayview Hunters Point.
- Universities and colleges should partner with non-profit housing developers, private sector rental agencies, and public sector agencies to create new student housing opportunities, including new development and rental allowances for use in private residences.
- Strengthen preservation and assistance programs that serve the neediest residents who earn less than 50 percent AMI and who rent their homes, including seniors, single-parent families, and Section 8 renters. This includes public purchase of threatened affordable rental housing developments.

Enhance Neighborhoods through the Rehabilitation of Existing Housing

THE COMMUNITY RECOMMENDS:

- Strengthen public programs that offer financial assistance to current homeowners and vigorously conduct outreach and coordination of financial resources to those in need.
- Preserve existing residential neighborhoods through public grant programs specifically targeting seniors and single-parent householders experiencing oppressive housing cost burdens.
- Create partnerships with organizations and service groups that can donate labor, tools and materials to homeowners needing help with maintenance needs.
- Require landlords bring their rental properties into compliance with health and safety building codes. The Department of Building Inspection must be proactive, providing information about alternatives and assistance instead of condemnation whenever possible. When condemnation is necessary, the department should strenuously push for immediate demolition and rebuilding.
- Enforce the requirement that any rental development with more than 16 units have on-site management personnel with clearly defined rules and regulations. The owners and/or managers of existing large multi-family developments or buildings with crime problems must be held responsible for defining and enforcing solutions.

Promote Sensitive New Infill Development in Established Neighborhoods

THE COMMUNITY RECOMMENDS:

- Public funds should be used to help non-profit developers acquire empty lots or abandoned housing units to create new affordable housing.

- Enforce the health and safety laws requiring the proper maintenance of vacant properties and provide the opportunity for homeowner association and other community-based recommendations guiding future disposition.
- Developers and others must provide early opportunities for adjacent neighbors to inform site planning for infill projects.
- The community strongly supports a stricter and more powerful blight elimination ordinance, specifically dealing with properties that are identified as crime sites, are burned and boarded, or are otherwise causing long-term negative effects on neighborhoods.

Promote Residential Mixed-Use Development in Appropriate Locations

THE COMMUNITY RECOMMENDS:

- Focus residential mixed-use districts in appropriate locations along the Third Street Corridor and other identified areas, especially related to transit centers.
- Developers and city agencies must work together to pre-lease retail/commercial space so ground-floor space is not vacant before the residential component is occupied. This includes working with local business associations and others to inform what kinds of businesses are needed and desirable.
- The community recommends the incorporation of unique sculptural architectural forms and treatments at gateways and prominent intersections.

Require New Residential and Residential Mixed-Use Developments “Fit” into Bayview Hunters Point

THE COMMUNITY RECOMMENDS:

- Protect the quality of existing residential neighborhoods through land use controls, such as the City’s zoning code and “Residential Design Guidelines,” and the provision of both land use or landscape buffers. For example, an area allowing office uses and/or mixed-use can protect residences from industrial areas.
- Require variation in the bulk and height of development, with sensitivity to the context of existing building heights. Large-scale buildings must have sufficient articulation of façade and massing (bulk and height) in order to complement existing building patterns and rhythms.
- Require developers to reflect local character through prototype analysis and community design review. Large development projects will require an extensive input process, including design charrettes conducted at the beginning of the design process.



The Friends of Islais Creek have initiated the creation of some of Bayview's newest open spaces and waterfront access around Islais creek. Pictured here is the Islais landing mini-park and boat launch.

I. OPEN SPACE AND THE WATERFRONT

The Bayview Hunters Point community seeks the creation of a network of public open spaces and recreational areas, restoration of ecological health to the environment, and reclamation of the heritage of its waterfront as a significant part of larger community revitalization efforts. The ultimate goal is an open space and waterfront system that sets the stage for a full-scale cultural and economic renaissance in Bayview Hunters Point. Ecologically healthy, safe, and beautiful open spaces and facilities will enhance the area's attractiveness as a place to live, work and play. Focused investment by the private, non-profit, and public sectors to develop new open space and facilities must be coordinated with efforts to renovate and maintain existing resources in order to create positive effects in and for the community.

There is a critical need for parks, playgrounds and recreation facilities to serve this community, characterized as one of the fastest growing in the City over the last two decades. As one of the most diverse, ethnically and economically, households in 1990 were typically families (89%) with children (59%). There is also a large component of single-female householders with children (22% versus 6% citywide). Average household size is much larger than that of the city (3.26 versus 2.3 citywide) with comparatively larger numbers of children, young adults and elderly.

While existing park and recreation facilities in Bayview tend to be small and disconnected from both the transportation system and each other, this area was once one of the most ecologically diverse and beautiful in San Francisco. It was a natural location for human settlement with gently rolling grassy hillsides, abundant fresh water springs, a perennial creek and tidal wetlands dense with wildlife, all interacting with 14 miles of bay coastline. The unique "sense of place" felt in Bayview Hunters Point has much to do with its original ecological framework: a combination of rolling topography and splendid views, remnants of the original landscape, and bay shore frontage.

Only remnants of the historic landscape still exist, ironically due to the very uniqueness of the natural habitat, namely the natural deep-water harbor. The original Bayview Hunters Point waterfront and flatlands underwent massive reconstruction to support commercial shipping needs and industrial development in San Francisco. Ultimately, the area's development as a major industrial area culminated in a disjointed system of land uses and a largely inaccessible waterfront. What is being called for today is a new reconstruction effort, one that serves the future well-being of both the community and the City.

Recommendations formed by the community to restore, enhance and develop its open space and waterfront system are to:

- *Create a park and recreation system equal to that in other City communities;*
- *Establish a "green infrastructure" of streets, walkways, stairways and bridges to interconnect open spaces, bay waterfront and inlet areas, and public transit;*
- *Restore waterfront and other natural areas while providing enhanced public access by completing and expanding the Bay Trail;*
- *Create a new large recreational park with a full spectrum of league sports and other facilities; and,*
- *Improve existing parks, community gardens, neighborhood recreation facilities and playgrounds with sustainable maintenance and programming.*

COMMUNITY GOALS AND THE CITY'S SUSTAINABILITY PLAN

The Bayview Hunters Point community shares the goals, objectives and actions stated in the Sustainability Plan for San Francisco, adopted by the Board of Supervisors in 1996. Several community members participated in the creation of this plan and work towards its implementation today. Four major goals for City action are at the heart of creating a sustainable civic and natural landscape in Bayview Hunters Point:

- Provide numerous attractive and vegetated urban oases, parks, squares, recreation facilities, and tree-lined streets
- Ensure the adequate maintenance of these vital resources
- Provide additional public funding and training for maintenance
- Expand public participation.

The City of San Francisco has committed itself to expanding the civic commitment to, and opportunities for, public participation in “green” resources and recreational facilities. The public has responded by approving recent bond measures that help fund these efforts. National studies show that resident commitment to parks and open spaces, recreation and street-tree programs becomes even stronger with increased involvement in hands-on activities to design, create, and maintain them. Volunteer programs are not, however, visualized as a substitute for strong governmental leadership and commitments to fund the construction, restoration and maintenance of urban forests, natural areas, community parks, and recreation programs.

Public open spaces and waterfront access are vital assets of a healthy and livable San Francisco. The ecological benefits of natural areas, community parks, plazas, and other open spaces are substantial: improved air quality, reduced water run-off and erosion, provision of vital wildlife habitat, and zones for groundwater recharge. Trees and other plants absorbing carbon dioxide improve the immediate human environment while lowering the city's contribution to global warming. This is particularly important in Bayview Hunters Point in terms of the air pollution reduction goals examined in the “Environmental Remediation and Community Health” section of this plan.

The civic landscape is not just an ecological asset, but an investment in the social fabric of the community and a critical component of economic development. Urban public open spaces serve a profound social and economic function by enabling people to connect with each other and the nat-



SLUG's urban gardening projects are helping to reclaim Bayview's historic natural resources. Courtesy SLUG.

ural world, bringing residents and visitors together for enjoyment, recreation, spiritual renewal, and education. They provide gathering places to celebrate the arts and cultural diversity, and to engage in political discourse and athletic competition. They enhance the experience of walking, shopping, working, traveling and living in the City.

Parks, squares, and street trees are capital improvements, just like investments in roads and civic infrastructure. Adequate maintenance is a critical part of this capital investment. Numerous studies have shown that parks and street trees increase property values, generating more tax dollars for city coffers. In order to capture both the economic and ecological benefits of the civic landscape and spark truly sustainable civic involvement, we must provide all residents of the City access to the bay, natural open spaces, parks, playgrounds and recreation facilities.



TOP Picnickers along Islais Creek, 1864. **BOTTOM** Looking from Key Avenue and Lane Streets, mid-20's. Photos courtesy San Francisco Public Library

THE STORY OF BAYVIEW HUNTERS POINT is that of an area rich in natural resources. Below is an excerpt from the Alta California newspaper in 1849 about a potential new city at Hunters Point:

"THE SITE IS LOCATED ON THE BAY OF SAN FRANCISCO, two miles southerly of the city of San Francisco, and in plain sight of the shipping in the harbor. The same depth of water found in the harbor of the city of San Francisco is to be found in the harbor of the city of South San Francisco and along the bay between the two harbors. This harbor is more surely protected from the wind than the harbor of the City of San Francisco, and ships of the heaviest burden may lay within a boat's length of the land at many points, and quite close, generally along the whole front of the city, affording the best facilities for discharging cargo. The land rises in a gentle slope from the water, and is composed of a rich clay soil. There are extensive stone quarries, and springs of fine running water are found on the face of the hill in many places. The character of the soil always keeps the air free from dust or sand. The surrounding scenery is highly picturesque, and a more pleasant place for residence, or a more convenient place for business is not to be found on the bay. A stream of the finest water in California and sufficient in quantity to water both cities, and all the shipping that may ever lay in their harbors forms the northern boundary of the city."



OPEN SPACE ISSUES AND COMMUNITY NEEDS

Despite the existence of Golden Gate Park and other large parks within city limits, San Francisco's provision of urban open space is actually far below the national standard of 10 acres of open space per 1,000 residents (there are 5.5 acres per 1,000 residents in San Francisco overall) and 200 street trees per street mile (80 to 100 in San Francisco). The southeastern part of the City provides even less open space per person or street trees per mile, especially in Bayview Hunters Point (3.5 acres per 1,000 residents and approximately 40 street trees per street mile on average).

Creating an effective open space and waterfront system that truly serves the needs of the community and that is fully integrated into the lives of Bayview residents will require a deep understanding of unmet needs coupled with opportunities for building upon existing strengths. Several open space needs assessments have been conducted over the last three years that will be reviewed in this section. General findings related to Bayview Hunters Point include:

- Along the waterfront, the history of industrial use and war-era constructions has made the shoreline inaccessible to the public.
- A ratio of 3.5 acres of public open space per 1,000 residents is woefully inadequate. Note that some of this open space is not technically accessible, such as the slopes adjacent to Silver Terrace or Bayview Hill.
- There is a lack of large-scale parks with facilities for organized league sports activities comparable to other neighborhoods of the City.
- There has been a long-term lack of adequate capital funding to maintain existing facilities or provide programs for residents, especially youth and seniors.
- There is no unified open space network linking open space elements and many citizens suffer from serious physical obstacles to accessing facilities.
- The activities of agencies and grassroots organizations are largely uncoordinated. The San Francisco Recreation and Park Department, Port of San Francisco, San Francisco Redevelopment Agency, California State Park Department, and various private owners of waterfront properties all share jurisdiction over individual portions of the open space network. In addition, various grassroots organizations promote stewardship of open space and improvements ranging from community gardens to creek restoration.

AN OVERVIEW OF OPEN SPACE STUDIES AND REPORTS

Action Plan Open Space Working Group, 1998–1999

The Action Plan Open Space Working Group, which includes the City's Recreation and Park Department and the San Francisco League of Urban Gardeners, identified the following open space needs for Bayview Hunters Point:

Existing Facilities Need Help

Nearly half of all facilities in the community are underutilized due to poor conditions. However, maintenance has recently improved under new leadership at the City's Recreation and Park Department. Three sites, India Basin Shoreline Park, Adam Rogers Park and Hunters Point Youth Community Center, recently completed new construction. While four parks are undergoing renovation construction, ten additional sites require capital improvements. Finally, there is a lack of adequate programming at recreation centers and nature areas.

Need for Indoor Recreation

There are no modern gymnasiums, fitness centers, roller skating rinks or bowling alleys in Bayview Hunters Point. Potential sites should be clearly linked to the Town Center.

Need for a Major Urban Park

There is a distinct lack of large-scale parks in the community with facilities for organized league sports activities comparable to other neighborhoods in the city. The working group advocated for the creation of a 70 to 100-acre park designed for active and passive use. The park should accommodate league games for football, soccer, baseball, and basketball with tennis courts, spectator seating, a gymnasium, playgrounds, walking and bike trails, lighting and seating throughout. Two urban parks in Hayward, California were identified as possible models: Kennedy Park and San Lorenzo Park. Potential sites include the "development opportunity site" on Cargo Way identified in the SF Port Waterfront Land Use Plan, the Pacific Gas & Electric plant site on Evans Avenue slated for decommission, or the undeveloped portion of the Candlestick Point Recreation Area site.

A Need for Coordinated Stewardship of Public Open Spaces

The Recreation and Park Department is unfairly criticized for the condition of spaces that are not under its jurisdiction, especially in Bayview Hunters Point where many "open spaces" are in private ownership or under the jurisdiction of other public agencies. A coordinated effort of public agencies, non-profit organizations and private owners of waterfront properties should be mounted to encourage the maintenance, use, and preservation of parks, open space and the waterfront.

District 10 Needs Assessment 1998-1999: San Francisco Recreation and Park Department

District 10, which includes Bayview Hunters Point, is a geographically large district with approximately 151 acres of existing or planned recreation and park facilities. New parks are needed throughout existing residential and emerging growth areas. As of 1999, the district required at least \$68,000,000 in repair and renovation for 32 existing park facilities. Buildings requiring substantial renovation include Joseph Lee Recreation Center, Milton Meyer Recreation Center and Hunters Point Gym. Parks requiring substantial renovation include Adam Rogers Park, Gilman Playground, Hilltop Park, Selby-Palou Mini-Park, Silver Terrace Playground, and Youngblood Coleman Playground.

The Department currently offers a number of after-school programs (eight latchkey sites, two of which have waiting lists, and one schoolyard site). Community Workshop results show a great deal of community interest in supporting and expanding youth programs and resources, including employment programs and job skills development. The Recreation and Park Department's community survey ranked after-school programs as the most important for youth (the highest of all districts in this category) and strongly emphasized that ethnic and cultural activities should be developed for integration with all programs and design strategies.

Coleman Advocates/Parent Advocates for Youth 1997 Park Report: "How Well Are Recreation & Park Programs Serving Our Kids?"

More than 50,000 children depend upon the City's existing Recreation & Park programs. To evaluate the quality of youth programs at public facilities throughout San Francisco, Parent Advocates for Youth (PAY) surveyed 21 recreation centers by visiting each site several times, reviewing activity schedules, observing program operations, and interviewing facility staff. Their report, *Report Card on Recreation and Parks*, summarizes these observations, conclusions, and recommendations in the form of a report card with a grade given to each facility. PAY gave an overall grade of C+ in their survey of facilities in Bayview Hunters Point. In the course of reviewing facilities, programs, staff and community needs, PAY members determined the following:

- Many recreation staff are experienced, motivated, and relate well to kids.
- Many quality programs are hindered by dangerously dilapidated facilities.

- A significant number of community residents are unaware of neighborhood recreation programs.
- Lack of administrative support for recreation staff often means fewer resources for kids.

Coleman Advocates for Youth and PAY members also conducted a city-wide survey of 500 park users that was included in the Report Card on Recreation and Parks. The number one request from park users was to "*Renovate Play Structures*." Next to proximity, parents said the playground was their #1 reason for picking a park. Residents clearly stated what they expect as the basics of a good facility: clean bathrooms, safety, and good playgrounds. The most common responses to the survey question "What is the biggest problem in (your) Park?" reflect the need to address these basics:

- 1 Poor conditions of bathrooms (29%);
- 2 Lack of maintenance of gardens, facilities and playgrounds (26%);
- 3 Safety concerns, including health hazards, dogs and criminal activity (24%); and,
- 4 Lack of programming: training of staff, materials and activities (18%).

Finally, parents evaluated 20 recreation centers, rating Joseph Lee Recreation Center and Silver Terrace with a rating of C+ and B- respectively. Both facilities received generally poor ratings for the conditions of their playgrounds and bathrooms. They found that the City's Recreation and Park Department's "Latch-Key Program" (after-school programs for youth six-12 years of age) in low-income areas are underutilized. The Youngblood Coleman Park Latch-Key program was the only fully utilized Latch-Key Program out of four available in the Bayview Hunters Point community.

KDG Architects Youth Report, 1997

The KDG Architects Report²² reflects the responses of 70 Bayview Hunters Point youth who participated in four community workshops focusing on future improvement plans for Bayview Hunters Point. Youth participants identified poor maintenance conditions as the most negative factor affecting their use of parks and facilities, further emphasizing a need for expanded facilities and programs.

The most basic findings of this study are that local youth want physical improvements to existing parks, including improved maintenance of playgrounds, new play structures and new sports equipment. Furthermore, youth participants identified needs for the creation or expansion of the following activities or services: Teen Club, roller skating rink, recreational programs, tutoring programs for after



Bayview's Candlestick Point State Recreation Area is a natural resource visited by schoolchildren citywide.

school, football field, bowling alley, basketball courts, music/art/cultural center and health club/ gym.

THE GATEWAY PROJECT AND "OASIS PLAN FOR BAYVIEW HUNTERS POINT"

The Bayview Hunters Point Project Area Committee (PAC) received a grant in 1999 to create an exploratory document called the *"Bayview Hunters Point Open Space and Gateway Proposal."* Oasis Architecture and Planning and OGUN Design-Build were selected by the PAC to facilitate a community-based process, with the primary goals of defining five "community gateway" locations with design concepts and formulating options for a new large-scale park. They also studied issues related to the creation of a comprehensive open space network. A copy of this document is available for review from the Bayview Hunters Point PAC.

The process included pulling together findings from previously conducted needs assessments, reviewing relevant community input, conducting a series of new public workshops focusing on gateways and a new major park, and pro-

ducing an interactive display at the community's annual *Third Street Faire* to discuss open space issues and gain public input on the gateways.

Community Gateway Project

Map 20 shows the locations of the gateways chosen by the community. Five major areas were chosen to mark significant transition areas leading to the Town Center. Each gateway was given a theme to reflect the importance of the location:

- The northern gateway, referred to as the "Art Center Gateway," is located on Third Street adjacent to Islais Creek and the India Basin Industrial Park. The design concept is nature-focused, reflective, and emphasizes connections to the ecological habitat of the waterfront.
- The western gateway, referred to as the "Marketplace Gateway," is located where Oakdale Avenue intersects with Bayshore Boulevard. The design concept is meant to reflect the industrial and marketplace power of the community.
- The central gateway, referred to as the "Town Center Gateway," is located in the Bayview Opera House Plaza on Third Street. The design concept reflects the Opera House as an important historic landmark in the heart of the community.
- The southern gateway, referred to as the "Gilman

Map 20

Oasis Plan Community Gateway Locations

For Illustrative Purposes Only



SF City and County Line

- Existing Public Open Space
- Planned or Designated Public Open Space
- Proposed Public Open Space
- Proposed Gateway Locations
- Study Areas for Open Space and/or Waterfront Access
- Recreation Facilities
- Third Street Light Rail Stations
- Bike Route

Threshold," is located where Third Street intersects with Gilman Street. The design concept is that of a community crossroads.

- The eastern gateway, referred to as the "Innes Avenue Children's Bridge," is located adjacent to the entry to the Shipyard. The design concept is that of access and connection.

The design typologies for the gateways evolved from studies of Egyptian, African, Hispanic, Samoan, Asian, European, and American traditions and art forms in order to seek expressions of multiple cultural histories that make up Bayview Hunters Point. Symbolic forms selected by community members included Asian granaries and silos, Ethiopian obelisks, Native American totems, Samoan textiles, and Central American monuments. An underlying goal was established that each gateway should be built from local materials (including bronze, concrete and glass mosaics), respond to opportunities of specific site conditions, use resources associated with the old ship-building and industrial facilities in the community, and incorporate a guild-type community design-build process, especially targeting involvement with local youth.

Community Planning for a Major Public Park

After reviewing stated community needs and developing a program profile for a new major park, land opportunities were analyzed. The program profile called for playing fields for league sports and open lawn areas, tennis and basketball courts, a running track with bleacher seating, an amphitheatre with pavilion house and gardens for weddings and receptions, children's playgrounds, museums and gallery spaces, and a botanical garden/plant nursery area providing environmental education and plants for restoration projects throughout the community. The size range for this profile was determined to be approximately 70 to 100 acres. In comparison, Golden Gate Park is 1,017 acres in size.

Potential locations included open land within and surrounding Candlestick Point State Park. This site was considered unlikely due to potential development conflicts. The second potential site on Bayview Hill was rejected due to steep slopes and a lack of accessibility. Finally, surplus property located behind Pier 90-96 in the Port of San Francisco was evaluated and development conflicts assessed.

The community embraced the Port surplus land as a location for the following reasons:

- The park would enhance the waterfront and make it more accessible;
- The park would be adjacent to the recently restored Heron's Head wetland project;



Integrated youth programs are an essential component of maintaining active, healthy open spaces. Courtesy SLUG.

- The Bay Trail would provide connectivity; and,
- The park would have an important relationship with the San Francisco Housing Authority's HOPE VI housing modernization grant proposal.

The approach taken by the Oasis Plan calls for building the park in conjunction with revenue-generating improvements and activities to pay for on-going maintenance. The park was further conceived as a catalyst to revitalization throughout the community by improving the waterfront.

Future of the Oasis Plan

The Oasis Plan is a conceptual document only. Its primary importance lies in exploring meaningful community needs, issues, and cultural information for design development. Some of the recommendations have been wholly embraced through community debate via the PAC: the desire for gateways and their primary locations; improved accessibility to the waterfront; and the need for a large community park, preferably related to the waterfront. Other concepts require further discussion and resolution, both within the community and by organizations, departments and agencies that are part of a larger team working to improve the open space system in Bayview Hunters Point.

The PAC seeks to continue the location explorations for the large recreational park through on-going discussions with the City's Recreation and Park Department and the Port of San Francisco to determine where such a park could be developed. As for the gateway concepts, the San Francisco Redevelopment Agency will continue the process as part of redevelopment planning where possible and otherwise help the community move forward with deliberations.

Map 21

Existing, Planned and Proposed Public Open Space

(Numbers Correspond to Figure 28)

For Illustrative Purposes Only



- Existing Public Open Space
- Planned or Designated Public Open Space
- Proposed Public Open Space

- Recreation Facilities
- Third Street Light Rail Stations
- Study Areas for Open Space and/or Waterfront Access

- Urban Forestry Pollution Mitigation
- Existing Bay Trail and Proposed Extensions
- Proposed Green Streets
- Bike Route



Heron's Head Park: "During the last year, more than 400 school kids from surrounding neighborhoods have already visited this wetland site," said Mayor Willie L. Brown, Jr. at the 1999 dedication ceremony. "Heron's Head Park will be a training ground to inspire and educate San Francisco's next generation of botanists, biologists and environmental advocates. Now school children from Bayview Hunters Point, Potrero Hill and the Outer Mission can study wetlands in their own backyard." Courtesy Port of San Francisco.

EXISTING PUBLIC OPEN SPACE IN BAYVIEW HUNTERS POINT

Map 21, *Existing, Planned and Proposed Public Open Space in Bayview Hunters Point*, shows where approximately 151 acres of existing public parks and other open space is located. The map also illustrates proposed additions to the system that work to create a more comprehensive and accessible system. Today, the Recreation and Park Department and the Port of San Francisco steward 112 acres of natural areas and wetlands within the community including Bayview Hill, India Basin Shoreline Park, Heron's Head Park, and the Palou-Phelps Natural Area. The Recreation and Park Department also oversees the maintenance of 3Com Stadium and grounds adjacent to Candlestick State Recreation Area. Eleven city-owned parks and playgrounds in the community occupy approximately 34 acres. Another approximately five acres of small facilities are found within Housing Authority areas. These

smaller parks and playgrounds tend to have limited program activities within facilities that are in need of repair or modernization.

1. Natural and Restored Areas

BAYVIEW HILL PARK AND NATURAL AREA

Bayview Hill is a 40-acre park and natural area located on Key Avenue and Bayview Park Road, offering an unexpected refuge of wilderness for native California plants and animals rarely seen in other parts of the City, including the red-shouldered hawk. Recently, the San Francisco League of Urban Gardeners (SLUG) received grant funding from the Recreation and Park Department to build trails, restore natural habitat and develop an outdoor amphitheater. Community barbecues and workdays are important components of collaboratively finishing the project with the community and are most successful in facilitating increased neighborhood involvement.

HERON'S HEAD PARK AND WETLANDS RESTORATION PROJECT

Over a 20 year period, the 25 acres of shoreline also known as Pier 98 took on a shape that looks from the air like a heron's head. In 1998, the Port of San Francisco began converting a former toxic landfill into a five acre tidal salt marsh located at the foot of Cargo Way off Third Street. The enhancement of existing wetlands and creation of five acres of new tidal salt marsh was funded with \$2 million in grants from several agencies, including the Port, the Association of Bay Area Governments Bay Trail Program, the California State Coastal Conservancy, the City of San Francisco Public Utilities Commission, and the EPA's Urban Resources Partnership. The wetlands restoration project also included several local environmental groups, schools, and community volunteers who have contributed regularly to the enhancement of wetlands and public access trails on San Francisco's southeastern waterfront. These include the San Francisco League of Urban Gardeners, the Southeast Alliance for Environmental Justice, the City College of San Francisco Center for Habitat Restoration, the Golden Gate Audubon Society, and the Bayview Hunters Point Project Area Committee.

The Heron's Head Park Wetland Restoration Project removed asphalt and other potentially harmful materials from the marsh and re-vegetating the zone between the wetlands and upland areas while preserving different habitat types to serve a diverse wildlife population. The new mudflats, intertidal ponds, tidal channels and salt marsh now offer a haven for birds and other wildlife species such as Snowy Egrets, Cormorants, Brown Pelicans, Mud Crabs and of course Herons. Nearly one-third of a mile of the San Francisco Bay Trail offers great views of the bay and City. Other project improvements include pathways, benches, a fishing pier and interpretive signs that help educate visitors about salt marshes and sensitive nature of the wetlands habitat.

CANDLESTICK POINT STATE RECREATION AREA

The Candlestick Point State Recreation Area is a state park featuring an open natural landscape with walking/biking trails and picnic areas providing scenic vistas of the bay. The park follows the waterfront around Yosemite Slough and wraps around 3Com Park (Candlestick Park), home of the San Francisco 49ers. In 1977, the California Legislature voted to develop approximately 115 acres of state-owned land as the first urban recreation area in the state. The California State Department of Parks and Recreation held more than 60 public meetings to help decide how to develop the land, then drew up a general plan. The main interpretive themes of the original general plan included San Francisco Bay ecology

and the area's unique physical environment. Since 1977, 37 acres of the state park winding along the southern waterfront have been planted and improved. More than 50 acres north of the stadium are semi-developed into use as overflow parking during football games. Another 28 acres wrapping around Yosemite Slough to the north are undeveloped. The community has advocated the development of remaining land into additional parkland.

The current park includes running and walking trails, bird watching activities, fishing from two different piers with fish-cleaning facilities, and windsurfing. There are several wind-sheltered tables and barbecue areas, most offering spectacular views of the bay. In addition to the two piers, there are also a number of sites along the shore for fishing. Depending on the season, catches include halibut, shark, striped bass, sturgeon, perch, and flounder. Special cultural and educational programs are scheduled throughout the year, including guided nature walks, fishing instructions, bird walks, tide pool and mudflat walks, and bay ecology talks. Bird watching is best in winter, but visitors may see owls, crows, hawks, pelicans, egrets, and other species throughout the year. Rabbits and squirrels also make the park their home. "Windharp Hill" is a unique section of Candlestick, featuring wind chimes and harps that fill the air with music as visitors walk by on breezy days. Candlestick also features an area for community gardens where community members can plant vegetables and flowers in their own individual garden plots.

PALOU-PHELPS NATURAL AREA

The Palou-Phelps Natural Area includes two to three acres of steep hillside land that was originally slated for housing development. At present, a number of dirt pathways exist leading up to and through the open area. The Recreation and Park Department is working to purchase the property and oversee its conversion to a well-designed naturalized open space with viewing areas, natural landscape planting and stabilized pathways.

2. Connections and Pathways

THE SAN FRANCISCO BAY TRAIL PROJECT

The Bay Trail is a large-scale, 550-mile regional project designed to make the bay more accessible to the public. The City's General Plan endorses the project and calls for the Bay Trail to follow the water's edge whenever possible. The Bay Trail is currently planned as a loop through Bayview Hunters Point. The trail enters the community on Third Street, heading south over Islais Creek Bridge. From Islais Creek, the Bay Trail will turn east on Cargo Way and

connect with the Pier 98 Wetlands Restoration Project and Heron's Head Park. From the pier, the trail follows the water's edge through the India Basin Shoreline Park to the former Hunters Point Naval Shipyard. The Shipyard trail follows Innes Avenue around Hunters Point Hill and reconnects with the southern end of India Basin. After exiting the Shipyard, the trail continues south and connects to the future Yosemite Slough Park and Candlestick Point Recreation Area.

3. Existing Public Open Space in Bayview Hunters Point

The following chart on pp. 158-59 lists existing parks, playgrounds and other open spaces in areas of Bayview Hunters Point along with a description of facilities and important notes. Please note that the numbering on this chart corresponds with Map 21 and that the acres shown are approximate.

ORGANIZATIONS WORKING TO ENHANCE BAYVIEW'S OPEN SPACE AND WATERFRONT SYSTEM

State Organizations

CALIFORNIA DEPARTMENT OF PARKS AND RECREATION

The California Department of Parks and Recreation manages more than 260 park units, including the Candlestick Point State Recreation Area. The mission of the California Department of Parks and Recreation is to provide for the health, inspiration and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high-quality outdoor recreation.

Bay Area District Headquarters can be contacted at (415) 330-6300. 250 Executive Park Blvd., Suite 4900 San Francisco, CA 94134. Ronald P. Schafer - District Superintendent. E-mail: badhq@parks.ca.gov

SAN FRANCISCO BAY CONSERVATION AND DEVELOPMENT COMMISSION (BCDC)

The 27-member San Francisco Bay Conservation and Development Commission (BCDC) was created by the California Legislature in 1965 in response to broad public concern over the future of San Francisco Bay. The Commission is made up of appointees from local governments and state/federal agencies, including appointments by the Governor, the Speaker of the State Assembly, the

State Senate Rules Committee, the Director of Finance, each of the nine Bay Area County Boards of Supervisors, the Association of Bay Area Governments (ABAG), the California Business and Transportation Agency, the California Resources Agency, the California State Lands Commission, the California Regional Water Quality Control Board, the U.S Army Corps of Engineers, and the U.S Environmental Protection Agency.

Among other duties, the Commission is charged with:

- Regulating all filling and dredging in San Francisco Bay (which includes San Pablo and Suisun Bays, sloughs and certain creeks and tributaries that are part of the bay system, salt ponds and certain other areas that have been diked-off from the bay).
- Regulating new development within the first 100 feet inland from the bay to ensure that maximum feasible public access to the bay is provided.
- Minimizing pressures to fill the bay by ensuring that the limited amount of shoreline area suitable for high priority water-oriented uses is reserved for ports, water-related industries, water-oriented recreation, airports and wildlife areas.
- Pursuing an active planning program to study bay issues so that Commission plans and policies are based upon the best available current information.
- Administering the federal Coastal Zone Management Act within the San Francisco Bay segment of the California coastal zone to ensure that federal activities reflect Commission policies.

San Francisco Bay Conservation and Development Commission, 50 California Street, Suite 2600 San Francisco, California 94111. Phone: (415) 352-3600. E-mail: info@bcdc.ca.gov

City and Regional Organizations

SAN FRANCISCO RECREATION AND PARK DEPARTMENT

The Recreation and Park Department's mission is to rejuvenate the human spirit by providing safe and pristine parks, quality programs, and employees who demonstrate a commitment to customer satisfaction. The Department has more than 220 recreation and park facilities, ranging from traditional parks such as Golden Gate and Union Square to neighborhood parks, natural areas, marinas, museums, golf courses, playgrounds, pools, ball fields and recreation centers. However, the city has not made a major capital investment in its neighborhood parks in over 30 years and a recent assessment estimated it would cost approximately \$400 million to meet the capital needs of the park system.

In April 1999, Mayor Brown initiated the Parks Renaissance,

EXISTING PUBLIC OPEN SPACE IN BAYVIEW HUNTERS POINT

The following chart lists existing parks, playgrounds and other open spaces in the City of San Francisco Bayview Hunters Point area with a description of facilities and other important information. Please note that measurements are based on aerial photography from May 21 and that the acres shown are approximate.

Figure 28: Existing Public Open Space in Bayview Hunters Point
Town Center

Name/Location	Acres	Program/Facility Notes
1. Bayview Opera House Plaza Spaces <i>Third and Oakdale</i>	0.5	An Arts Commission community resource associated with Bayview Opera House, the plaza spaces are currently the focus of a redesign effort that includes artistic paving, pedestrian lighting, benches, a newly designed perimeter fence, marquis elements, landscaping and the renovation/upgrade of its outdoor theatre.
2. Joseph Lee Playground & Recreation Center <i>1395 Mendell Street</i>	1.8	The recreation center features a tennis court, play equipment and multi-level recreation center located on a hillside. The main floor of the building has a gymnasium, auditorium with stage, public restrooms and showers, and large activity room. The top floor is used for after-school programs, with an activity room and kitchen.
3. Palou-Phelps Mini-Park and Natural Area <i>Palou Avenue at Phelps</i>	0.7	A small park with steep walks, a basketball court and sand play areas. Stairs lead to a dirt path on the hillside above the park. Adjacent is the Palou-Phelps natural area.
4. Southeast Community Facility Children's Playground <i>1800 Oakdale Avenue</i>	0.1	A small playground associated with the Southeast Community Facility and City College that provides an artful play space for small children involved in facility-run programs and events.
Total Acres	3.1	

Northern Industrial District and Silver Terrace

Name/Location	Acres	Program/Facility Notes
5. Copra Crane & Old Pier 86 <i>Southern dead end of Indiana Street at Islais Creek</i>	0.1	Future San Francisco labor landmark, the Copra Crane is an iron tower approximately five stories tall and is the last piece of pre-container machinery remaining on the Port. To be maintained, along with small history museum, as part of the adjacent MUNI Diesel Bus facility, honoring the men and women whose labor built the Port of San Francisco.
6. Islais Creek Promenade <i>North shore of Islais Creek, west of Third Street</i>	0.8	This hard-surfaced promenade is constructed on top of a large drainage structure that holds storm water run-off gathered from a large area of the City. The promenade provides public access at the creek shore and includes seat walls, railings and benches of custom design, and some trees. Currently, a skateboard mecca.
7. Islais Creek Landing <i>South shore of Islais Creek, west of Third Street</i>	0.4	A small public boat dock and sand ramp is for outrigger canoes. The area has picnic tables, native plantings, history signage, industrial sculpture and walkways.
8. MUNI Shoreline (work to begin 2001) North shore of Islais Creek, between Indiana Street and I-280	0.7	Future promenade connection to Islais Creek Channel's southern shore via a pontoon bridge. Project will include a large landscaped art installation based on the history of the Copra Crane. Also around the Bay Trail Spur.
9. Selby-Palou Mini-Park <i>Palou Avenue and Selby Street</i>	0.2	Restored by Caltrans, this small park consists of a grassy area with a paved walkway and benches.
10. Silver Terrace Playground & Clubhouse <i>Silver Avenue and Ledyard St</i>	5.6	The park has three game courts, two baseball fields, bleachers, a play equipment area and a small recreation center. Restrooms, showers and other rooms under the bleachers are locked and not in use.
Total Acres	7.8	

Hunters Point Hill and Hunters Point Shoreline

Name/Location	Acres	Program/Facility Notes
11. Adam Rogers Park <i>Ingalls Street and Oakdale Avenue; south facing side of Hunters Point Hill</i>	3.9	Renovation project completed in 1999 improved the badly degraded playground and the addition of new play structures, a basketball court, bar-b-que grill, drinking fountain, lighting, a bathroom building, stone walls, stairs, railings, and pathways and new plantings.
12. Heron's Head Park <i>Cargo Way and Jennings Street</i>	25	The Heron's Head Park Restoration Project includes inter-tidal ponds, re-vegetating the zone between the wetlands and upland areas, preserving different habitat types to serve a diverse wildlife population, and removing asphalt and other potentially harmful materials from the marsh.
13. Hilltop Park & Playground <i>Whitney Young Circle at La Salle & Newcomb Avenues</i>	3.8	Recently renovated, this multi-level park consists of a restroom structure, a skateboard area, two play areas and many picnic tables.

14. Housing Authority Parks & Playgrounds on Hunters Point Hill <i>Westbrook, Hunters View, Hunters Point (East and West)</i>	2.75	- Boys & Girls club, community room, small basketball court and 3 ADA-accessible playgrounds. - 2 full-size basketball courts, 2 ADA-accessible playgrounds and 1 tot-lot. - Community Center and 1 playground. - 2 playgrounds.
15. Hunters Point Park & Recreation Center <i>200 Middle Point Road</i>	5.1	Park and recreation center.
16. India Basin Shoreline Open Space <i>South of India Basin Shoreline Park, north of Innes Avenue</i>	4.5	This project is happening currently. It involves wetlands creation and enhancements as a part of the SF Airport's environmental mitigation requirements. A simple asphalt path as part of the Bay Trail will be constructed along the top of a berm upland from the wetland area. Once the project is completed, funds from the Coastal Conservancy will be used to provide planting in the upland areas.
17. India Basin Shoreline Park <i>Located off of Hunters Point Road</i>	11	This park has been constructed in phases with the first having been completed in 1996. The second phase is currently under construction. The first two phases contain relatively passive design elements such as paths, tables, and bar-b-que grills. The master plan for the entire park contains enough work for potentially two more phases.
18. Milton Meyer Recreation Center <i>195 Kiska Road</i>	2.8	This center contains a recreation building, a gymnasium building (Hunters Point Gym), a sand play equipment area, and a grass ball field.
19. Ridgetop Plaza Park	0.8	Located on top of Hunters Point Hill, this plaza is under the jurisdiction of the San Francisco Water Department.
20. Shoreview Park <i>Lillian Street between Rosie Lee and Beatrice Lanes</i>	0.2	This hillside park consists of a sand play area and two picnic tables. Owned by the San Francisco Port Authority.
21. Youngblood Coleman Playground & Clubhouse <i>Hudson at Mendell and Galvez</i>	6.2	This multi-level hillside park consists of a small recreation center, tennis court, basketball court, soccer and baseball fields, a picnic area and two sand play areas. A paved area behind the building is divided into three tiers with a long switchback ramp linking the front and rear of the recreation center. The recreation center's activity room becomes an outdoor stage area when sliding doors are open. Public restrooms have interior and exterior access.
Total Acres	66.05	

South Basin Industrial District, Bret Harte and Bayview Hill

Name/Location	Acres	Program/Facility Notes
22. Bayview Hill Park <i>Key Avenue and Bayview Park Road at Jennings</i>	26.1	This open space is designated primarily as a natural area and is undeveloped, with remnants of original California landscape. An existing service road is not accessible to pedestrians. As part of the Executive Park development, project sponsors have agreed to provide some funds to preserve some of their property as open space adjacent to Bayview Hill Park.
23. Bayview Park, Playground and Martin Luther King Jr. Pool <i>Third Street, bounded by Carroll, Keith, and Armstrong</i>	3.4	This park occupies a full city block and includes the new King Pool, a sand play equipment area, and grass baseball diamond with bleachers. Renovations to the playground area were made in 1992-1993. Work is currently underway on a total renovation of the pool and pool house facility; estimated date of completion: Summer 2001.
24. Bret Harte Gym <i>1035 Gilman Ave</i>	N/A	Schoolyard Recreation Site
25. Candlestick Point State Recreation Area	37	(See previous description of Candlestick Point State Recreation Area) Original plan called for an urban park totaling approximately 150 acres. 37 acres have been developed, while the rest of the property remains undeveloped and in need of environmental remediation.
26. Gilman Playground and Clubhouse <i>Between Gilman Street and Ingerson/Griffith</i>	7.0	This park has a small recreation center, a basketball court, picnic areas, a sand play area and a grass playing field. The City plans to add an ADA path, bicycle parking racks, and drinking fountain. The restrooms were recently renovated and are accessible thru the clubhouse.
27. Housing Authority public open spaces at Alice Griffith	0.2	Amenities include a "tot lot" and basketball courts.
28. LeConte Avenue Mini-Park <i>LeConte and Jennings</i>	0.1	The LeConte Avenue Mini Park was created as mitigation to residential development adjacent to Bayview Hill Park and Natural Area. The land is currently being transferred to the City's Recreation and Park Department.
Total Acres	73.8	

a citywide effort to restore and revitalize San Francisco's recreation and park system. The Parks Renaissance is a major civic undertaking that will insure that San Francisco captures this once-in-a-lifetime opportunity to return our park system to its historic place as one of the finest in the nation. The San Francisco Foundation and the San Francisco Chamber of Commerce also support the Parks Renaissance. The mission of this public-private partnership is to:

- Increase public and private investment in the recreation and park system;
- Enhance planning and operations in the Recreation and Park Department;
- Facilitate better cooperation between the agencies responsible for the planning, management and operation of parks and open spaces in San Francisco;
- Expand public awareness of the recreation and park system's importance; and,
- Encourage greater community participation in its planning and management.

Accomplishments to date include establishing offices at the Recreation and Park Department's headquarters and recruiting a talented professional staff. The Department has forged strategic alliances between city, state and federal agencies, civic, environmental and park advocacy organizations. One of the greatest successes was facilitating interagency cooperation with the environmental community and neighborhood organizations to build a 6.5-mile waterfront trail and wetlands restoration project at India Basin in Bayview Hunters Point.

FRIENDS OF RECREATION & PARKS

Friends of Recreation and Parks was created in 1971 to support the City's Recreation and Park Department programs. The organization raises money from memberships and donations to work on nearly 4,000 acres of park properties throughout the City. Friends of Recreation and Parks has also made possible the renovation of parks by neighborhood associations, seeding new ideas, rewarding initiative and enabling others to help promote access and interest in the parks and playgrounds of San Francisco. Over the years the organization has contributed several million dollars toward achieving these goals. Friends of Recreation and Parks is sponsoring the "Neighborhood Park Grants Program" for San Francisco community groups interested in improving their parks. Awards are between \$1,000 and \$10,000, made to groups or neighborhood organizations. While the grants fund modest improvements, the real goal of a proposal is to involve more neighbors in a local park to increase use and stewardship, and to generally strengthen the constituency for the park. www.sfparks.org.

NEIGHBORHOOD PARKS COUNCIL

The Neighborhood Parks Council is a coalition of community-based park groups actively involved in improving and restoring neighborhood parks in San Francisco. The Council provides a forum for sharing information and experience, arranging educational presentations and workshops for building group effectiveness, and increasing public and private support and commitment to the restoration and improved maintenance of our neighborhood parks, playgrounds and recreation facilities. The mission of the Neighborhood Parks Council is to help launch a renaissance in the parks and recreation system that will be sustainable for future generations. The expressed goals of the organization are to increase city government's commitment to urban parks and recreation programs, generate public awareness of the possibilities for improvements to city parks, recreation centers, and programs, provide ideas and solutions to improve the management of the park and recreation system and help create a true partnership between members and the Recreation and Park Department.

TRUST FOR PUBLIC LAND

Founded in 1972, the Trust for Public Land (TPL) is a national nonprofit organization working to protect land for human enjoyment and well-being, protecting more than a million acres in 45 states — from expansive recreation areas to historic homesteads to vest-pocket city parks. TPL pioneers new ways to finance parks and open space, promotes the importance of public land, and helps communities establish land-protection goals. TPL has been involved with completing the Bay Trail in Bayview Hunters Point and working with the Parks Renaissance team. TPL's legal and real estate specialists work with landowners, government agencies, and community groups to create urban parks, gardens, greenways, and riverways; build livable communities by setting aside open space in the path of growth; conserve land for watershed protection, scenic beauty, and close-to-home recreation; and, safeguard the character of communities by preserving historic landmarks and landscapes.

FRIENDS OF THE URBAN FOREST

Friends of the Urban Forest (FUF) is a community-based organization working in partnership with neighbors, community groups, businesses and city agencies to expand and maintain San Francisco's urban forest. It was founded in 1981 by a group of dedicated arborists who sought to alleviate the severe impact of deep municipal budget cuts that had forced the Department of Public Works to drastically reduce its street tree-planting program. Since then, FUF has planted over 33,000 street trees throughout San Francisco. This



Riding along the Bay Trail at Candlestick Point State Recreation area.

represents a third of all the City's existing street trees. FUF organizes Tree Care Days and Workshops, volunteer training, Tree Tours of the City's neighborhoods, and a school program. Get involved by calling (415) 561-6890.

Local Community-Based Organizations

FRIENDS OF INDIA BASIN PARK

Friends of India Basin Park is a group of residents, businesses and property owners concerned with improvement of the India Basin Shoreline Park and revitalization of the surrounding community while maintaining its maritime flair. The all-volunteer organization has been advocating for improvements to the India Basin shoreline and its surrounding area since 1995. Advocacy activities include providing a community voice at public hearings and meetings related to the shoreline, continued involvement in planning activities related to the expansion of India Basin Shoreline Park, organizing volunteer clean up and planting days, and hosting a yearly Easter egg hunt. Future projects include the installation of an art walk featuring local artists, which will be visible from park and water. For more information call Jill Fox at 415-285-9211 or e-mail jillo@sirius.com.

FRIENDS OF ISLAIS CREEK

Friends of Islais Creek has been dedicated to improving access to Islais Creek, Bayview Hunter Point's historic natural northern boundary, since 1986. Composed of a board of directors, dedicated staff, and volunteers, the group has been instrumental in rallying together City departments, advocates, residents, and nearby property owners to the common cause of improving Islais Creek and the surrounding environment. Major improvements the group has played

a major role in implementing include the creation of "Islais Landing," a small park giving access to the creek along its southern shore from Third Street, and the "Northern Promenade," a terraced walkway along the northern shore that provides full public access with vistas of the creek. For more information call Julia Viera at 415-826-5669.

FRIENDS OF HILLTOP PLAYGROUND

For more information call Barbara Ockel at 415-285-0334.

FRIENDS OF YOUNGBLOOD COLEMAN RECREATION CENTER

For more information call Sophia Bounds-Turnipseed at 415-695-5005.

SAN FRANCISCO LEAGUE OF URBAN GARDENERS

Please see description in The Link Between Childcare, Education, Training and Employment section.

COMMUNITY RECOMMENDATIONS

Create New Recreation Parks and Sports Facilities

THE COMMUNITY RECOMMENDS:

- Create a major urban park in the southeastern part of the City, approximately 70 acres or more. The park should include facilities for league-standard playing fields and courts for football, soccer, baseball, tennis, and basketball.
- Create new playgrounds wherever possible, especially related to schools and transit facilities.
- Build a large gymnasium and major youth center, combining sports with learning facilities within the Town Center. This could include a skating rink, bowling alley, and game arcade with multi-media computer labs, classrooms, and other community facilities.

Restore the Waterfront and Provide Enhanced Public Access

THE COMMUNITY RECOMMENDS:

- Restore access to a renovated waterfront through public purchase of properties where feasible and appropriate extensions of the Bay Trail, with widening of waterfront open space parks wherever possible.
- Increase public access to and provide amenities at waterfront inlets including Islais Creek, India Basin, and Yosemite Slough.
- Environmental clean-up must be mandated on all affected waterfront sites, using every legal and regulatory tool to bring about a clean and safe bay shore.

- Increase public participation in restoration and access improvement projects through all means possible.

Require a Sustainable Approach to Open Space Planning, Design and Maintenance

THE COMMUNITY RECOMMENDS:

- Require sustainable landscape design standards in all site planning, including natural drainage and storm water management techniques, erosion control, native and compatible plant palettes, wildlife considerations, etc.
- Use urban forestry techniques to mitigate air pollution and improve air quality.
- Link open space planning to water run-off patterns, increasing ground water recharge and reducing flooding hazards.
- Require plant and tree choices that are appropriate to the climate and that minimize use of irrigation.
- Require natural forms of weed and pest control and minimize use of poisons for these purposes to avoid pollution to the bay and ground water.

Create a Green Infrastructure System That Respects Community Form

THE COMMUNITY RECOMMENDS:

- Establish a framework of open spaces with a coordinated system of landscaped "Green Streets" that connect open space resources to each other, to transit links, and to the waterfront. A partial list of initial Green Streets should include Palou Avenue, Evans Avenue, Donahue Street, Hudson Avenue, and Carroll Avenue.
- A street signage system for open space and recreation facilities should identify "Green Street" routes through the community and linking to the Bay Trail or waterfront.
- Tree choices for planting on "Green Streets" should be limited to a few species, suited for the environment, with one species planted along a single street for easy "readability" by users.

Improve and Maintain Existing Parks and Recreation Facilities:

THE COMMUNITY RECOMMENDS:

- Redesign and construct the 30,000 square foot of public plaza space at the Bayview Opera House as a site for public and community events.
- Prioritize the restoration and rehabilitation of the Joseph Lee Recreation Center and Silver Terrace Playground. The City can work to help the community understand how to participate in this type of hands-on work at all our facilities.
- Enhance India Basin Shoreline Park with additions of land, facilities, and programming.
- Expand Islais Creek Landing with the goal of continuous pedestrian access from the Bay and from surrounding neighborhoods.



Bayview Park is located along Third Street and Carroll Avenue. The Department of Recreation and Park is working to finalize the new King Pool and Recreation Facility adjacent to the baseball diamond.

- Develop the Yosemite Slough portion of State Parkland, expanding where possible.
- Create better signage at park entrances and within parks, with special emphasis on educational content.

Enhance and Expand Recreation Programs

THE COMMUNITY RECOMMENDS:

- Require initiative and cooperation within agencies and departments and form strong public/non-profit partnerships to strengthen existing programs resources. Suggested programs for prioritization include:
 - Expand Latch-key Programs at existing Recreation Centers, including advertising of services to parents, counselors and teachers.
 - Create new after-hour recreation programs for youth of all ages and expand hours of operation at Centers, with special emphasis on the arts and ethnic/cultural programs.
 - Create opportunities for more community gardening activities, especially those related to youth development and senior health.
 - Expand the San Francisco Police Department's Operation Parks Safety Program.

The following chapter will apply the community's area-wide program goals and recommendations of Chapter 4 at the neighborhood scale in focus areas. Community revitalization actions will be explored in specific plans provided for guidance in future decision-making. Based on the concepts developed for these focus areas, city agencies can respond with redevelopment plans and other implementation actions. ■ ■ ■

CHAPTER NOTES

PART I: ECONOMIC, SOCIAL AND EDUCATIONAL PROGRAMS

- ¹ Refer to Chapter 2 for a larger discussion about co-location and synergy retail commercial strategies.
- ² Quoted from "The Main Street Approach: Making Downtowns Come Alive," *National Trust for Historic Preservation*.
- ³ *The Health and Well-Being of Children and Youth in San Francisco*, San Francisco Department of Public Health Coordinating Council for Children, Youth and Families, November 1998.
- ⁴ "WHY USDA Presentation on Community Needs," San Francisco League of Urban Gardeners, March 1999.
- ⁵ The Affordable Child Care Fund is composed of contributions from developers of large office and hotel projects required by San Francisco's planning code to provide a child care facility or to pay an in-lieu fee to the City administered by DCYF.
- ⁶ "Third Street Corridor Study on Economic Development and Business Analysis," Sedway and Associates, February 1993.
- ⁷ *Major Offenses Report*, City of San Francisco Police Department, 1997.
- ⁸ *Results of the 1997 Citizen Survey*, Anne M. Jenkins of the Controller's Office, City and County of San Francisco, April 1997.
- ⁹ *Third Street Light Rail Economic Revitalization Strategies Report*, Pittman & Hames Associates for MUNI, City and County of San Francisco, 1998.

PART II: PHYSICAL PLANNING AND ENVIRONMENTAL PROGRAMS

- ¹⁰ Please see *Traffic Calming*, Planning Advisory Service Report Number 456, by Cynthia Howe for the American Planning Association, July 1995, p.9.
- ¹¹ All design of street crossings must be in adherence with 1991 *American with Disabilities Act* standards.
- ¹² *Town Center Parking Survey*, conducted by the Duffey Company for Muni and the City of San Francisco, 1997.
- ¹³ S. Kaiser, "Commentary: Brownfields National Partnership" *Public Works Management and Policy*, 2(3), 196–201.
- ¹⁴ P. Meyer and T. Lyons, "Lessons from Private Sector Brownfield Redevelopers: Planning Public Support for Urban Regeneration," *Journal of the American Planning Association*, Vol. 66, No. 1., Winter 2000.
- ¹⁵ Cited from *Draft Community Health Profile*, Bayview Hunters Point Health Assessment Report; Summary of Preliminary Reports, 1997.
- ¹⁶ *The Landscape of Our Dreams*, Bayview Hunters Point Community Advocates, Bayview Hunters Point Health and Environmental Task Force, and Southeast Alliance for Environmental Justice, 1999.
- ¹⁷ Letter to the San Francisco Bay View Newspaper, July 15, 1998.
- ¹⁸ The Department of Public Works Hotline Number is 415-641-2300.
- ¹⁹ U.S. Department of Housing and Urban Development; Bay Area Economics, 1999.
- ²⁰ Two different sources provide this range: ABAG's *Projections 2000* indicate a 47 percent growth while projections prepared by Bay Area Economics using *Claritas* database modeling indicates a 23 percent growth.
- ²¹ Bay Area Economics, May 2000. Note that ABAG's projections for 2000 indicate a median income figure of \$47,724 for the Bayview community.
- ²² This report is also discussed in Section C of this chapter, *Programs for Strengthening Our Youth*.



EVOLUTION



CHAPTER 5.

Revitalizing Neighborhood Districts with Focused Area Plans



Illustration depicting streetscape improvements associated with the Third Street Light Rail Project in the commercial core of Bayview Hunters Point. Courtesy San Francisco Municipal Railway.



CHAPTER 5



*Neighborhood families enjoying an event in Bayview's Town Center at Third and Oakdale.
Courtesy Bayview Opera House, Inc.*

IMAGINE THE FUTURE

Welcome to the year 2020. It is a busy morning in Bayview Town Center. Before hopping on the light rail car to downtown and work, neighbors wave hello as they grab a coffee and pastry at the cafe and a paper from the market. Passengers disembarking at the Muni Oakdale Station are welcomed by a community plaza with beautiful brick paving, trees, comfortable benches, and artworks by the local artist's guild. The posting of community events on the kiosk in the station's plaza reminds them that there will be live music and cultural performances tomorrow evening in the Farmer's Market up Third Street. Other folks are walking the two tree-lined blocks of Oakdale, enjoying the magnolia trees in blossom, on their way to catch CalTrain to the Peninsula.

All along Third Street, parents are dropping off their children at daycare or shepherding them to their neighborhood schools. Bayview high school students are enjoying their new football field, although several have already left to meet their teacher at the technology arts center next to the Bayview Opera Plaza Museum and Conference Center. Meanwhile, community seniors are gathering in neighborhood parks to do some gardening, practice Tai Chi, or just plain socialize with friends who live nearby in their new homes at South Basin Station.

At the end of a busy day, it is easy to take care of errands in the shops around the light rail stations, pick up the kids, grab some groceries, and perhaps fresh flowers for the table. In the evening, neighbors stroll and window-shop along the brightly lit streets of the Town Center after seeing a movie or eating ethnic food at the newest café. Parents ride bicycles with their children down to the waterfront along tree-lined neighborhood streets, and teenagers practice the latest moves at the sports center.

This is the community's vision for Bayview Hunters Point, a visionary plan that is achievable because resources and commitment exist today. As you review the illustrative plans and ideas that follow, imagine the future, work together to make dreams a reality, and keep the faith.

MEETING THE CHALLENGES OF REVITALIZATION PLANNING

Developing a community-based plan for revitalization is often a difficult task. While working on a long-range vision, important social needs and immediate projects proposed by developers or public agencies can demand such attention that the sense of controlling one's future destiny is overwhelmed. Over the course of public discussion and planning studies for Bayview Hunters Point, community efforts often became focused upon specific development proposals without a deeper sense of how they built upon one another. Meanwhile, the marketplace changed dramatically over a short period of time as economic opportunities were explored.

It became clear to community leaders that a method of evaluating current proposals must be developed to determine how each would serve larger social goals while a comprehensive future vision could be created and refined over time. The overall goals developed by the community were strong, but abstract.

While debating various revitalization and development proposals, three major questions were asked repeatedly by leaders, residents, and interested citizens:

- How can this project or program serve as a catalyst for achieving community-wide revitalization benefits?
- How will this project or program build upon community strengths, in turn strengthening the identity and traditions of our community?
- How will this project or program serve to retain current residents and help them share in the prosperity of the future?

These questions led to the PAC's development of the seven revitalization strategies upon which this *Revitalization Concept Plan* is based and which served to define the area-wide policy recommendations seen in the previous chapter. They continue to guide the PAC's and community's discussion and debate today.

How does a proposed project or program:

- Promote local economic and employment development first?
- Improve education, training and employment opportunities for residents?
- Focus coordinated investments in high priority areas?
- Have the greatest visibility and impact?
- Encourage civic participation through interactive public processes and foster cultural development through the arts?
- Conserve existing housing and provide new housing?

- Address environmental problems and identify opportunities that increase the quality of life?
- Improve the physical environment and transportation systems?

Community members must continue to ask these strategic questions of all proposals presented by agencies, developers, community-based organizations or other entities interested in fostering the revitalization of Bayview Hunters Point. The questions are being brought into public meetings and workshops in the form of a worksheet that can be easily used as a tool to evaluate current projects or programs. In the future, they will help prioritize those presented in this *Revitalization Concept Plan*.

PRESERVING COMMUNITY CHARACTER WITH FOCUSED AND STRATEGIC INVESTMENTS

Four key areas within Bayview Hunters Point were identified as important districts to focus energy and resources upon while conducting community analysis. They can generally be characterized as areas with the most opportunities and consequent power to enhance surrounding neighborhoods and achieve overall revitalization goals. They also tend to coincide with areas where redevelopment can potentially be applied as an investment tool, either due to economic or physical conditions or because parcels of land are available for reinvestment but require additional actions the private market cannot provide.

Each of these four key areas was examined in detail to identify opportunities and strengths to build upon with conceptual plans. The process included looking at existing conditions, existing land use zoning, and marketplace characteristics. The community's area-wide recommendations were then reviewed and applied in illustrations looking 20 years into the future to create four *Year 2020 Focus Area Plans*. It is important to note these are conceptual plans only and have the flexibility to change as new opportunities and constraints are identified over time.

The *Year 2020 Focus Area Plans* that follow are as concerned with preserving the positive aspects of existing community character as they are with envisioning new opportunities and future change. Each aspect of these plans and their realization must foster the larger goals of retaining and uplifting current residents, strengthening community traditions, honoring the past, and enhancing the unique character of Bayview Hunters Point. This has become the ultimate strategy: to preserve existing community character and

foster revitalization with focused and strategic investments while building on the community's assets. By focusing upon the existing strengths of community resources and traditions, and building intelligently upon them, the *Year 2020 Focus Area Plans* are meaningful and achievable.

This strategic approach makes practical, economic sense by setting the context for development, identifying locations where public investment can spur private development, and sensitizing the private sector to expectations of the community in advance of proposals. It should again be made clear that these are visionary plans only: they will change, not every parcel within the community has been given a future project or land use, and much that is shown on them is the same as today, only enhanced. Consequently, the *Year 2020 Focus Area Plans* reflect those opportunities and projects upon which the community is currently focusing its energies.

CREATION OF THE YEAR 2020 FOCUS AREA PLANS

The four *Focus Area Plans* illustrate how area-wide program goals and recommendations can be applied at the neighborhood scale in the form of land use relationships, public improvements, and revitalization projects. The plans build upon existing land use and zoning principles outlined by the City's General Plan while visualizing outcomes for vacant land, under-developed areas that are experiencing change, and land where certain land uses should be relocated. Of particular note is that all existing residential neighborhoods are enhanced, but not converted to a different use.

The community has developed these plans to provide guidance on future development and decision-making with technical assistance from the Planning Division of the San Francisco Redevelopment Agency (SFRA). The four Focus Areas, shown on Map 22, include:

- The Town Center
- The Northern Industrial District
- The Hunters Point Shoreline District
- The South Basin District and Candlestick Point Special Use District.

The process for developing these plans followed a circular path. The seven major revitalization strategies served as an evaluation tool for testing development concepts within focus areas at the same time that area-wide policies were being developed and refined. Citizen input was gathered through workshops and other community events. The citizen-elected PAC Committees reviewed the recommenda-

tions specific to each of the four areas to determine how they carried out revitalization goals. Meanwhile, programs proposed by City agencies were reviewed to evaluate how each served to build upon the community's strengths with purposeful actions and commitments.

This simultaneous process has led to a larger understanding of how community-focused revitalization can and will be accomplished over time without displacing valued residents, community institutions, or historic resources. The unique character and best qualities of Bayview evolved over the last 100 years. To look 20 years into the future requires innovative thinking that takes community strengths into account and matches them with current opportunities.

Each of the four *Year 2020 Focus Area Plans* provide the following:

- **Focus Area Description and Opportunities for Revitalization**
Describes the basic boundaries, existing characteristics and assets of the district, including valued community resources, land use opportunities, and challenges.
- **Community Vision for the *Year 2020 Focus Area Plan* — Building on Our Strengths**
Describes the future vision for each focus area, with an overview accompanied by an illustrated *Year 2020 Focus Area Plan* showing what could be achieved in the next 20 years.
- **Proposed and Potential Projects and Programs**
Describes specific projects discussed by the community that achieve revitalization goals and area-wide recommendations.

THE TOWN CENTER YEAR 2020 FOCUS AREA PLAN

Focus Area Description and Opportunities for Revitalization

The Town Center, particularly in the vicinity of the Bayview Opera House, is often described as the heart of the Bayview Hunters Point community. The most important local shopping area is located along the Third Street corridor, running north to south through the center of the community. The corridor also provides the most concentrated access to civic institutions and public transportation.

The Town Center includes an approximately 14-block retail shopping district extending along Third Street from Evans to Williams. The Town Center also includes civic institutions, mixed-use development, and residential areas generally bounded by the Northern Industrial District to the

Map 22

Focus Areas in Bayview Hunters Point

For Illustrative Purposes Only



north, the CalTrain right-of-way to the west, Silver Terrace to the southwest, and Hunters Point Hill to the east. These community institutions include:

- The Bayview Opera House, which is a major destination for area youth and families that provides a range of cultural activities and serves as a major community meeting space. It is one of the oldest historic structures in the community and is valued with a sense of great pride.
- The Southeast Community Facility, another major community gathering place and a central location for community education through City College, a career center and job training facility. The facility also houses the PAC office and periodically serves as a neighborhood Mini-City Hall with a large meeting room.
- The Anna Waden Library, home to much of the African American and Bayview historical archival collection in San Francisco.
- The Joseph Lee Recreation Center, which provides highly valued after-school activities for youth.
- Community churches, which provide leadership, social stability and identity to the Town Center and neighborhoods, offering programs that serve the entire community. In particular, the All Hallows Church and grounds are a tremendous historical resource and community landmark.
- Non-profit organizations, which have traditionally clustered in the Town Center, providing services ranging from care for the elderly to youth programs.

There is a high degree of diversity in the bulk and heights of buildings in the Town Center, coupled with varied architectural styles and color treatments. The central area of the community, built at various times over the last century, also has the largest number of older Victorian structures intermixed with Art Moderne, Period Revival and San Francisco Townhouse architectural styles. The Third Street Corridor within the Town Center is characterized by one-story to three-story buildings, with retail uses on the ground floor and some residential or office on upper floors. Zoning along the corridor allows buildings up to 40 feet tall. In most cases, buildings front directly onto the street and are built out to the front property line. One exception is Bayview Plaza, a relatively new commercial development set back from Third Street with parking in front, adjacent to the Northern Industrial District.

Bayview Plaza to the north is anchored by a Walgreen's drug store, with smaller businesses around it and upper-story office space. The rest of the Town Center retail area has smaller neighborhood-serving commercial businesses



Third Street neighborhood commercial: a variety of bulk and height, as well as architectural styles and color treatments.

including restaurants, package liquor stores, beauty salons and barbershops, dry cleaners and fast food outlets. Most small businesses are locally owned "mom and pop" operations. Of note are the large number of liquor outlets that have long been identified as a problem by community members, as are vacant and dilapidated buildings along the Third Street Corridor.

Interwoven throughout the Town Center are a variety of social service offices, churches, and civic facilities. Some churches and businesses within residential areas are found in converted residential buildings, typically on arterial streets closer to Third Street. There are several instances where churches are located mid-block and surrounded by single-family townhouses and small apartment buildings, reflecting the intertwined nature of church and community.

Residential areas within the Town Center are bounded by industrial districts and hillside neighborhoods. The regular grid of city streets changes dramatically with dead-end streets or curving collector streets serving Hunters Point and Silver Terrace Hills. There is a mixture of single-family houses, duplexes, and larger individual residential complexes, all generally without side or front yard setbacks. Many have large back yards, some with gardens, and others with outbuildings and rear garages.

Residential field surveys indicate an estimated net density range of 24-36 dwelling units to the acre (du/a). If adjusted for other land uses such as businesses, churches, and other institutions within the block, the "effective net density" increases to 45-65 du/a. Numerous opportunities for small

infill residential development exist on empty lots within residential blocks, with some limited opportunities for larger-scale development on parcels in the northwest.

The existing Town Center possesses a tremendous number of assets that inform the *Year 2020 Focus Area Plan*. These assets include both existing strengths and opportunities provided by proximity to new development and forthcoming public investments. Important assets, coupled with their challenges, include:

1 Proximity to Emerging Multimedia/Research and Development Business Centers

The Town Center is strategically located close to existing and proposed centers for business growth, including Mission Bay. Several businesses are interested in locating here, and the community welcomes them given they provide community resources, link with local job training and education initiatives, and seek sites within the Town Center or other areas that fit larger community goals. In this way, even “dot.com” businesses become neighborhood-serving establishments.

2 Capitalizing on the Third Street Light Rail Line

Third Street is the major commercial street and most important arterial in Bayview Hunters Point. Along it are valued small locally owned businesses, but few of the larger businesses that meet the community’s most basic needs. Muni’s new Light Rail Transit line will provide three new stations serving the Town Center. While the light rail line provides infrastructure for revitalization, it is not enough to revitalize Third Street in a community-serving manner by itself. Existing business support, new development incentives, reduced parking requirements, and other measures that induce locally owned or desired establishments to locate around transit stations must be comprehensively planned and effectively implemented. Another important need is planning for multi-modal pathways and east-west connectivity to allow residents easy access to the Town Center.

3 Building a Strong Center around Civic Resources

The Town Center is home to many of the community’s most treasured resources and civic facilities. Strengthening the Town Center’s existing cultural facilities and its historic quality is inseparable from any other plan for the entire community’s revitalization. However, most are not linked physically or organizationally with one another. One major block where opportunities abound is anchored by the Bayview Opera House and zoned P, “Publicly Owned.” Other “islands” of public buildings or community centers are scattered throughout. An important priority is linking these institutions and centers through the clustering of community-serving businesses and organizations, and building physical links with a focus on transit and pedestrian access.

4 Strong and Deeply Rooted Local Businesses

The Bayview Merchants Association just celebrated its



Family Day, celebrated annually, brings families out for a day of fun at the Bayview Opera House Plaza, next door to the Joseph Lee Recreation Center. Courtesy Bayview Opera House, Inc.

75th anniversary with an event that brought together the community’s business owners and others who are dedicated to revitalization. The strengths found in the business community are the foundation upon which to build new economic development. One challenge is ensuring that these important people are brought into the early stages of planning for new development in a meaningful dialogue and that equal efforts are made to support their investments.

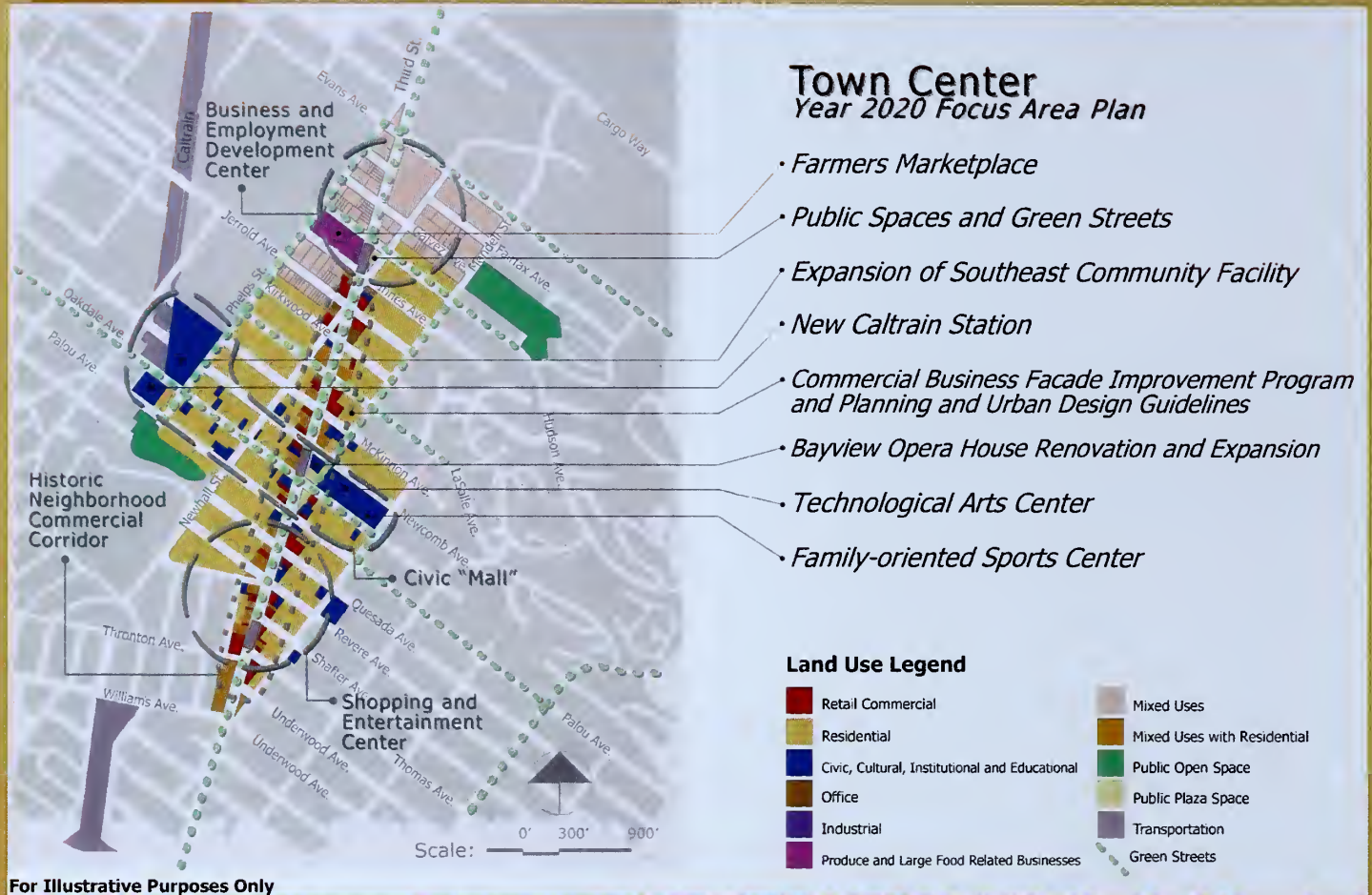
5 Creating New Opportunities for Large-Scale Development

Plans to relocate portions of the City’s Southeast Water Pollution Control Plant provide new development opportunities, as does the redevelopment of underutilized parcels in the heart of the Town Center. One facility desired by residents that can potentially take advantage of the Southeast Plant’s relocation is a new local high school. Several existing industrial uses should also be relocated in other Focus Areas. This not only provides new land for desired facilities and development, but also eliminates many of the current negative environmental impacts on the Town Center.

Community Vision for the Town Center Year 2020 Focus Area Plan — Building on Our Strengths

The community has articulated a vision for the Town Center and the north-central portion of the Third Street corridor as the civic and commercial heart of Bayview Hunters Point. A *Year 2020 Focus Area Plan* has been prepared to illustrate what the Town Center can become over time with dedicated application of the community’s development and land use policies. Coordinated investments are

Map 23



focused in high priority areas, local economic and employment development emphasized, and education and employment opportunities improved.

The *Town Center Focus Area Plan* includes:

- A protected historic residential neighborhood, with a range of new infill housing and transit-oriented mixed-use development focused around light rail stations on the Third Street Corridor.
- Local shopping and entertainment venues on Third Street that incorporates and uplifts existing businesses.
- A major business and employment development center in the northern portion of the Town Center, adjacent to the Industrial Park and anchored by Bayview Plaza.
- Projects and land uses that establish the Town Center as a cultural arts destination, with an emphasis on exceptional public art interwoven with infrastructure and buildings. Community destinations and gathering places are also in the plan—including a Farmer's Market/Community Marketplace, plazas, and locations for festivals, fairs and community events.
- Transit hubs bringing people to and from Bayview Hunters Point and providing connections to employment, including Muni and CalTrain.

- Civic, educational, and community service facilities brought together to form a "mall" on Third Street and along Oakdale.

Elements of the Plan

Four major development centers within the Town Center emerged after careful study. As shown on Map 23, *Town Center Year 2020 Focus Area Plan*, the four include a business and employment development center to the north, a strong historic neighborhood commercial corridor along Third Street, a central civic/educational mall, and a commercial/entertainment center to the south along the Third Street corridor. All are linked by the Third Street Corridor, with mixed-use development concentrated around light rail stations, including neighborhood businesses, public facilities, and community service organizations. Careful historic preservation of irreplaceable buildings is required while sensitive urban design and comprehensive planning must work to ensure that new development and infrastructure alterations complement the existing urban framework with respect for cultural and historical character.

Looking at the *Year 2020 Focus Area Plan* for the Town Center from north to south, the employment core shown on blocks



New development that compliments Bayview Plaza will help to enliven the northern end of Third Street and create a thriving center for business and employment.

surrounding Bayview Plaza capitalizes upon the current trend for research-based and multimedia businesses seeking to locate in the India Basin Industrial Park. Bayview Plaza itself has been more intensively developed with a presence on Third Street. To the west of Third Street, the City's water treatment plant will have been upgraded with some or all of its facilities relocated, providing opportunities for new uses, such as a potential high school. Other land uses shown in this employment core serve to buffer residential areas from industrial operations with office uses. A clear truck route provides links to San Francisco Produce Terminal that further protects residences.

Job creation and economic vitality are shown in the transit-supported commercial business areas all along the Third Street Corridor. Existing businesses are interwoven with new "anchor" establishments, while liquor stores are not prevalent. A *Main Street* approach to revitalization has improved façades and storefronts, promoted the district as a destination, and created a true neighborhood-serving mixed-use shopping environment. Major physical and economic improvements for the commercial district include wiring the community for computer-related economic development along length of Third Street. Select historic buildings must be restored and enlarged with new infill added where possible.

In between the employment core and the central civic/educational mall is a possible location for the permanent Farmer's Market/Public Marketplace on Third Street. This location is in front of a major Muni Light Rail station and is surrounded by small-scale mixed-use retail businesses,

some currently existing today. The marketplace is visualized as a permanent structure with outlets for fresh produce and specialty foods, local artworks, and cultural craft items.

The middle portion of the Third Street Corridor within the Town Center transitions into a mixed-use area leading to a civic and educational "mall." Existing facilities and institutions have been expanded with amenities and new mixed-use development linked by streetscape improvements. The strategy of fostering cultural development led to a clustering of civic institutions, community-based organizations, and human services within this central area.

The enlarged City College Campus and Southeast Community Facility anchor this civic/educational mall on the east with an expanded historic Bayview Opera House and Technology Center. A new CalTrain station is located adjacent to the campus, connecting Bayview to Silicon Valley. The city-owned block housing the Opera House is also a potential location for a combined parking garage serving the business district. Prominent community institutions are located throughout this central area with several residing in significant historic structures that will be restored.

Finally, the commercial/entertainment area along the Third Street corridor forms the southern end of the Town Center District. This area is visualized as a colorful combination of restored historic commercial buildings housing small neighborhood-serving businesses and offices, with some larger-scale retail stores and entertainment venues. This is where residents and visitors would find cafés and restaurants, a cinema, jazz clubs and other music outlets bringing the evening to life.



The Southeast Community Facility, home to City College's Southeast Campus, non-profit office space, and community meeting rooms. Courtesy City College, Southeast Campus.

The following overview describes important overall attributes of the *Year 2020 Focus Area Plan* for the Town Center:

Transit-Oriented Development

The cornerstone of all revitalization efforts in Bayview Hunters Point is the creation of a vital, convenient Town Center. Community members feel strongly about preserving the prevailing land use patterns and existing businesses while bringing in desirable new development. The vision builds upon Muni's Third Street Light Rail Project with transit-based, pedestrian-oriented commercial/office development. Civic institutions with community services are clustered around transit stops and links. Building connectivity into the Town Center requires enhanced public infrastructure, and streetscape design for pedestrians and bicyclists with "Green Streets" that connect public facilities and transit centers to residential neighborhoods and the waterfront. A new CalTrain station, linked by Green Street treatments for Oakdale Avenue, is shown adjacent to the Southeast Community Facility. Business centers and industrial areas surrounding the Town Center coexist with residential areas through land use or landscape buffers with newly built, clearly defined routes for truck traffic.

Housing

The strategy of conserving existing and providing new housing is shown in residential neighborhoods within a revitalized Town Center that is lively, safe, and enhanced with public amenities. The vision of an inclusive community includes a well-considered balance of housing types built in the Town Center and around transit stations where appropriate, serving the housing needs of all members in the community. Affordable units should be interspersed throughout. In the case of all development, architectural harmony must be taken into account. The plan seeks to preserve all historic buildings and respect the smaller scale of neighborhood character.

Pedestrian-Oriented Residential Areas

The vision for Town Center neighborhoods includes traffic-calming on residential streets to make pedestrians feel safe and allow residents to reclaim their sidewalks as social areas. Traffic-calming methods include new sidewalks with landscape buffers, street trees wherever possible, and sidewalk bulb-outs where appropriate. The plan shows clearly marked truck routes while requiring enforcement of truck route policies to keep industrial traffic from residential streets. Office land uses and landscaped areas or parks also buffer residential areas to minimize negative impacts of trucks and automobiles. Intersections at the boundaries between residential and

industrial areas will need clearly marked crosswalks and sidewalk modifications to discourage non-local traffic from intruding into residential enclaves and improve the appearance of residential neighborhoods.

Public Open Spaces and Public Art

An important aspect of the Town Center vision is vibrant and artfully designed public open space related to transit stations for events and everyday community gathering. A large number of vacant lots and remnants of land along major streets, most city-owned, provide additional opportunities for expanding the amount of open space throughout the Town Center and along the Third Street Corridor. New schools and daycare centers should be located with connections to both transit stations and community open space. Visualized throughout is public art celebrating the history and cultural character of Bayview Hunters Point, adorning streets, public buildings, parks and plazas.

Proposed and Potential Projects in the Town Center

There is a clear directive to focus first on projects where there are existing assets, such as strengthening existing businesses, expanding civic institutions, and restoring important buildings. The next step is to redevelop key vacant and/or underutilized buildings and parcels in the heart of the community with uses that expand upon and support this existing character.

CIVIC, EDUCATIONAL, AND ARTS OPPORTUNITIES

Bayview Opera House

Renovation and expansion can transform the Bayview Opera House into a full-fledged Performing Arts and Multimedia Training Center, dedicated to the promotion of the visual, performing, musical and literary arts. This expansion would occur on a 2.75-acre, city-owned block defined by Third Street and Newcomb Avenue, and Lane Street and Oakdale Avenue. The historic Bayview Opera House currently serves as a community-meeting hall, film theater and center for training in the performing arts. The building needs a new roof, façade restoration and interior remodeling. By expanding existing program — the community movie theatre, stage technician workshops, and the Bayview Heritage magazine — the Opera House facility will focus on intensively preparing young adults for careers in arts-related fields. Renovation and expansion should be designed to accommodate an arts education academy, expanded community movie theater, modernized recording studio, drama company and dance troupe, and cabaret supper club.



*Theater arts classes at the Bayview Opera House.
Courtesy Bayview Opera House, Inc.*

Technological Arts Center

A state-of-the-art Technological Arts Center will build on the success of the Bayview Opera House Performing Arts and Multimedia Training Center to prepare youth to participate and compete more fully in computer and Internet technology fields. This will be a center that nurtures creativity, inspires exploration, builds on the classroom education, and ultimately empowers youth. One interesting model cited by community members is the Yerba Buena Children's Center located in San Francisco's South of Market area. Another is "Plugged In" in East Palo Alto, a community technology center with a mission to ensure that residents have the opportunity to benefit fully from the information revolution. Plugged In's Greenhouse program is a creative arts and technology studio for children that provides after-school programs, classroom partnerships, and special projects based on educational themes. Partnerships with local schools increase access to technology for all children in East Palo Alto. The Greenhouse also offers special projects with activities including a mural project, field trips to educational sites around the Bay Area, and opportunities to exhibit artwork in local galleries. Plugged In actively compiles and shares its program curriculum via the Internet at www.pluggedin.org.

Family-oriented Sports Center

Expansion of the existing community uses of the Joseph Lee Recreation Center is desired. An improved family oriented sports center concept would expand the current

facility's capacity to include a fitness center with weight training rooms, basketball courts, locker rooms, classrooms, an office suite, and a new, conveniently located daycare facility serving 180 children. New construction must be considered because of the age and extensive maintenance issues of the existing Center and Burnett School building. Whether using a renovation and expansion approach or a new construction approach, the facility should be integrated the Bayview Opera House and its plaza, with the Oakdale/Third Street corner as the main entrance. An integrated parking structure could be shared with visitors and residents who are shopping along the corridor or are going to church.

Southeast Community Facility/City College

This valued facility is a major community resource that should be expanded. Demand for increased educational programs provided by City College, integrated job training programs, community civic office space, and other resources including daycare can be met by bridging the existing facility to adjacent sites with new buildings.

Public Art and Cultural Identity

An art program administered by Muni will enhance the Third Street Corridor light rail stations at LaSalle, Oakdale-Palou and Shafter Avenues with work by local artists including Horace Washington, Frederick Hayes and Joe Sam. The Bayview stations will reflect the community's shipbuilding history, bayside location, and Afrocentric culture, including motifs of African Kente cloth. Building on this effort, additional public art should be incorporated into all public and private projects, emphasizing cultural and historical influences. This includes paving patterns, street furnishings (benches, light standards, tree grates, etc.), fencing and other permanent objects besides the traditional forms of sculpture, murals, and other applied arts. Proceeds from the City's 2% for the Arts ordinance (requiring 2 percent of total project construction cost for civic/public projects be invested in art enrichment) should be invested locally. New structures proposed by the private sector should similarly invest in art enrichment as part of their civic duty to become part of the community.

LOCAL COMMERCIAL AND BUSINESS OPPORTUNITIES

Farmers' Market/Community Marketplace

More than 60 Farmers' Markets are located in the San Francisco Bay Area, offering farm-fresh fruits and vegetables, flowers, artisan breads, locally-produced cheeses and other fresh foods. The community desires the establishment of their own Farmers' Market, eventually building a perma-



*Fresh quality food is a must for the Town Center.
Courtesy Stull and Lee.*

nent facility modeled upon thriving examples like the Emeryville Public Market. At its beginning, a Bayview farmers' market would meet once or twice a week at an open-air site requiring little or no site improvements such as a plaza, street or parking lot. This allows for low overhead by the project sponsor that in turn are extended to vendors, in order to provide a supportive environment to small and local distributors. Various models include the West Alameda, Jack London Square and Temescal Square Farmers' Markets. With more capital investment, tents or other non-permanent structures would provide general shelter and add visual identity. An unimproved site could eventually become a formal plaza space used for other events and activities. With continued success, a farmers' market might become housed in a permanent structure such as in Emeryville and Rockridge, Oakland. A triangle of land at Third Street and Hudson, already used as a vending spot for barbecue, could become the location for the first open-air farmers' market. Building on its success with visioning, management and promotional efforts, the block across the street could eventually be integrated into a permanent indoor farmers' market.

A permanent facility offers the advantage of bringing a wider variety of foods and products to the community with

on-site refrigeration and more space for short- and long-term leases to craft vendors as well as food outlets. Local community development corporations have built a number of such projects across the country, taking seven years on average to develop fully and requiring public/private grants and low-interest loans. Bayview can work with existing assets and expertise from the San Francisco League of Urban Gardeners (SLUG) and the San Francisco Wholesale Produce Terminal Market. The ultimate goal is to develop a commercial block that includes a public market hall at its core surrounded by restaurants, specialty food stores, and other local businesses.

Commercial Business Façade Improvement Program

Public transportation improvements on Third Street must be accompanied by improvements to existing storefronts and buildings. A Bayview façade improvement program should be implemented immediately, such as the San Bruno Avenue *Pilot Façade Improvement Program* overseen by the Mayor's Office of Economic Development (MOED) and the Department of Public Works (DPW). This *Small Business Façade Grant Pilot Program* provides architectural design assistance and matching grants on a dollar for dollar basis of \$5,000 per storefront for exterior renovations to property and work on business owners' storefronts. The goal of the City is to partner with property and business owners in neighborhood commercial districts to create a vibrant retail corridor that serves the community, increases commercial activity, and beautifies and enhances the districts' streetscapes.

The proposed façade improvement program would be one part of a larger economic development strategy based upon the Main Street Program. The Main Street approach organizes comprehensive revitalization efforts into a four-point framework: organization, promotion, design, and economic restructuring. In 1999, the National Main Street Center estimated that for every dollar a community invests in the operation of its Main Street program, \$38 are reinvested in the district in the way of permanent property values and job creation. This makes Main Street one of the most effective economic development programs in the nation. The state maintains an office, called California Main Street, that focuses on enhancing the economic, social, cultural, and environmental well-being of traditional commercial districts in concert with the national Main Street Center. Since 1985, involved communities have invested \$144 million in public design improvements (402 projects) and \$134 million in private façade and building rehabilitation (2,832 projects). As a result,



Bayview Connections illustrative plan for improvements to the Bayview Opera House Plaza and the creation of a transit plaza across the street at Palou Avenue and Third Street. Project partially funded by the Metropolitan Transportation Commission (MTC). Design support to City staff from Stevens and Associates/Gerson Overstreet.

downtowns and neighborhood commercial districts in the California Main Street network have generated 5,857 new businesses and created 20,399 new jobs.

Local Hiring and Training Requirements for New Development

First Source Hiring, Resident Training and Mentoring program requirements must be negotiated as a part of all new development proposals.

TRANSPORTATION AND PUBLIC SPACE OPPORTUNITIES

Proposed New CalTrain Station

There has been significant interest expressed by community members, city staff, and members of the regional transportation board in moving the Paul Avenue CalTrain commuter rail station to a new location at Oakdale Avenue. This location would anchor the civic/educational "mall," is easily accessible to several Muni bus lines and is a short walk to the Town Center commercial area and light rail line. A station at this location would serve both Bayview Hunters Point and other San Francisco neighborhoods to the west. There is nearly universal support for the relocation, including staff members from the Southeast Community Facility and City College.

Public Spaces and Green Streets

Building on the success of the Bayview Connections streetscape and public plaza project, additional efforts should create a larger series of activated pedestrian-oriented public spaces and an interconnected loop of Green Streets, with transportation improvements to surrounding residential, commercial, cultural and institutional areas. Public plaza spaces should be designed with attractive paving, pedestrian lighting, trees and landscaping, and public art so that they become places to sit and linger. Streetscape improvements should strive to structure clear and comfortable pedestrian routes, especially where they link important community resources, facilities, public parks and employment centers. Improvements should include new pedestrian lighting and infill planting, and striped bike lanes. Center median island elements, improved sidewalks and bulb-outs, Muni shelters, and pedestrian-oriented lighting should be located at appropriate places, and especially at bus stop intersections.

PLANNING AND URBAN DESIGN STANDARDS

Third Street Corridor

The community requires thoughtful design standards for new development. Recent proposals have received wide review and public comment, helping to make them "fit" the community and become better projects. Height limits along Third Street have tentatively been determined at 40 feet, perhaps with some degree of flexibility to achieve more intensely developed areas around transit stations. The desire is to avoid monolithic architecture and design styles, respecting the intimate scale and variable nature of the historic district. Urban design standards along the corridor call for building facades up to the sidewalk, with articulated entrances and windows.



Islais Creek, west of Third Street, looking north.

NORTHERN INDUSTRIAL DISTRICT YEAR 2020 FOCUS AREA PLAN

Focus Area Description and Opportunities for Revitalization

The Northern Industrial District comprises approximately one-third of the entire Bayview Hunters Point community, extending from Bayshore Boulevard and U.S. 101 on the west to the Port of San Francisco waterfront at Piers 80-92.

This expansive industrial valley is clearly visible from the freeways, and forms the gateway into the community from Third Street. Other major gateways to the community are located on Bayshore Boulevard and Oakdale Avenue. The Northern Industrial Area, bordered by Cesar Chavez Street on the north, is located between the southern slopes of Potrero Hill and an inlet of San Francisco Bay called Islais Creek. The residential neighborhoods of Silver Terrace, Central Bayview and Hunters Point Hill define the southern border.

The Northern Industrial District is a flat valley, surrounded by hills and water. Potrero Hill and the Central Waterfront border the north, Bernal Heights to the east, Silver Terrace and Hunters Point Hill to the south, and the San Francisco Bay inlets of Islais Creek and India Basin to the east. The Third Street corridor bisects the entire area from Cesar Chavez Boulevard, where it is flanked with industrial buildings and lots, to Kirkwood Avenue, where it continues into the Bayview Town Center commercial district.

Once a large wetland with a perennial creek winding to the bay, the Northern Industrial Area is zoned for heavy industry and wholesale uses characterized by large blocks developed with a variety of building forms. Despite its largely industrial nature, the area contains sites dedicated to non-industrial uses, such as large auto-oriented commercial uses along Bayshore Boulevard and many small businesses and non-profit organizations located closer to Third Street. Several firms recently locating in buildings initially built for heavy industry include new multimedia and printing businesses. Another non-industrial use of land includes Islais Creek Landing, a public waterfront promenade park

that seeks to reclaim the heritage of the former creek that is beginning to grow on both sides of the inlet channel.

The portion of Third Street within the Northern Industrial District is characterized by a mix of industrial and commercial land use with a variety of building forms. A defunct industrial park borders the western side of Third Street from Kirkwood to Evans that includes recycling operations, trucking firms, and other uses. The India Basin Industrial Park Redevelopment Project Area is a suburban-style, low-density industrial area extending east from Third Street. Once called "Butchertown" due to the large number of slaughterhouses and meat processing businesses historically located here, the area was slated for redevelopment, with a plan adopted in 1969. This designation as a redevelopment project area will end in 2009, after which land use jurisdiction will pass from SFRA to the City's Planning Department. Currently the area is characterized by large box-like tilt-up concrete buildings, such as the regional U.S. Mail Processing Center, and a streetscape of large grass-covered berms surrounded by surface parking lots.

High demand for land and buildings by multimedia firms has led to SFRA proposing changes in land uses allowed within India Basin Industrial Park. One rationale is to increase land use intensities adjacent to the Muni Third Street Light Rail line. SFRA is currently working to amend the plan to allow for these multimedia office uses along the Third Street Corridor and within India Basin. The amendment is coupled with "First Source" hiring and job training/mentorship program requirements for businesses to provide employment opportunities for community residents.

The existing San Francisco Produce District occupies the majority of the west-central area. Large shed-style buildings with trucking bays front the streets. Roadway infrastructure is increasingly in need of repair due to heavy truck traffic. Many of the facilities are becoming obsolete for competitive business practices. The community highly values the Produce District and supports its particular revitalization.

Along the western length of the Northern Industrial District and east of the US-101 freeway is the Bayshore Boulevard



corridor. This corridor is dominated by large-scale commercial uses oriented to automobile access. Before the construction of the freeway, Bayshore Boulevard was the main highway between San Francisco and San Jose. Existing larger-scale commercial facilities along the corridor were built mainly in the '40s and '50s including wholesale centers, restaurants, auto repair facilities and other uses capitalizing on proximity to the highway. More recently, drive-through fast food chains and auto-oriented retail establishments have developed along the corridor, reflecting its auto-intensive character and adjacency to the freeway.

The existing Northern Industrial District possesses a tremendous number of assets and characteristics that inform a 20-year vision. These assets, coupled with their challenges, include:

1 Proximity to Emerging Multimedia/Research and Development Business Centers

The eastern portion of this large area is strategically located near existing and proposed centers for business growth, including Mission Bay. Several businesses are interested in locating here, and the community welcomes them, given they seek sites within the Town Center or other areas that fit larger community goals, provide community resources, and link with local job training and education initiatives. In this way, even "dot.com" businesses become neighborhood-serving establishments.

2 Capitalizing on the Third Street Light Rail Line

Muni's Third Street Light Rail Transit line will provide new stations serving the center of the Northern Industrial Area. Development incentives should include reduced parking requirements and other measures to increase transit-reliance. This includes shuttles and car-sharing, while recognizing that businesses will not do this on their own without strict requirements coupled with monetary assistance. Planning for multi-modal access and east-west connectivity is key.

3 Strengthening the San Francisco Produce District

The Produce District was relocated here when downtown began expanding in the 1960s. Today, much of the infrastructure of streets, truck bays and other buildings has become worn or increasingly obsolete. The community wants to see necessary improvements and new construction expedited to ensure the Produce District's vitality in the future. Another initiative is to link the district's businesses with the Farmers' Market/Community Marketplace envisioned for the Town Center.

Community Vision for the Northern Industrial District Year 2020 Focus Area Plan — Building on Our Strengths

By means of community workshops and town hall-style meetings, Bayview residents and business people have agreed on a common vision and revitalization strategy for this northernmost sector of the community. This vision includes:

- Maintaining and expanding industry within the area to increase the job base and support the development of entrepreneurial opportunities. Economic development with an ecological emphasis should be the focus; housing development or live-work should not be allowed in industrial areas.
- The promotion of policies and land use decisions that provide job-training, employment and business opportunities to local residents.
- Economic development that fosters clean industry and facilities to improve the quality of life for area residents and workers. Eco-industrial park development and operations principles are called for.
- Public amenities that facilitate transit, truck and pedestrian travel through the area, beautify the streetscapes, maximize access to open space and the waterfront, and buffer housing, schools, parks or other "people places" from industrial uses.

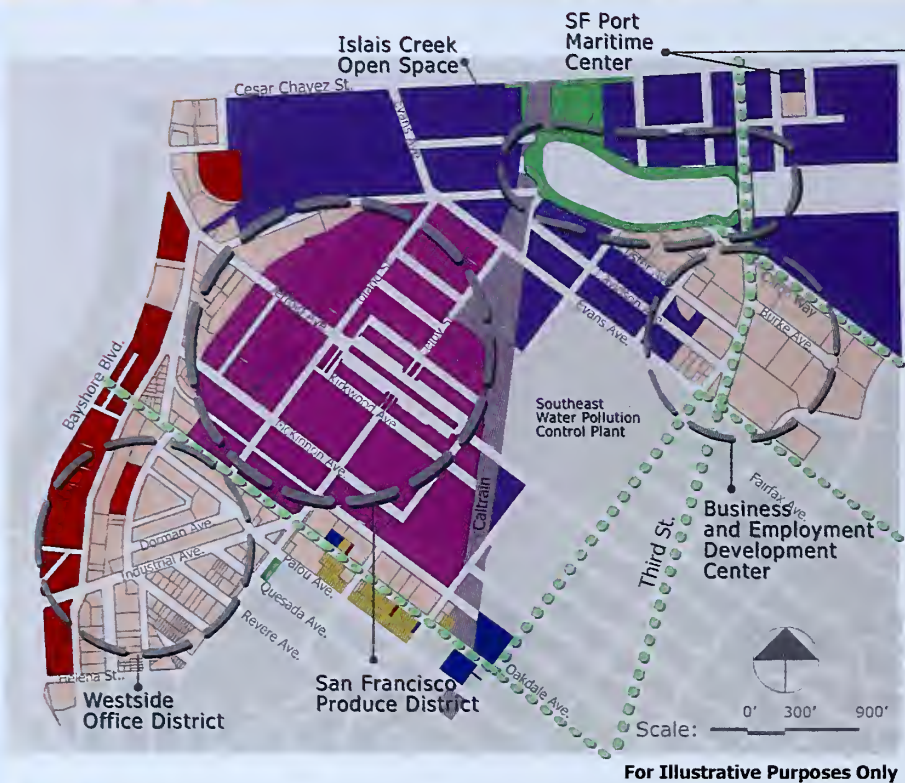
Elements of the Plan

Six major development centers, each with its own character, are visualized within the Northern Industrial Area as shown on Map 24, *Northern Industrial District Year 2020 Focus Area Plan*. These six centers include a Port Eco-Industrial and Maritime Industrial Park, Islais Creek Landing waterfront



Finishing up lunch, a Potrero resident enjoys Bayview's newest open space and waterfront access: Islais Creek Promenade.

Map 24



Land Use Legend

 Retail Commercial	 Office	 Mixed Uses	 Public Plaza Space
 Residential	 Industrial	 Mixed Uses with Residential	 Transportation
 Civic, Cultural, Institutional and Educational	 Produce and Large Food Related Businesses	 Public Open Space	 Green Streets

open space, a “new” Third Street/India Basin Industrial Business Park, an enhanced San Francisco Produce District, the “Westside” Business Park, and Bayshore Boulevard Commercial Retail Corridor to the west.

Job creation and economic vitality are shown in both the important industrial areas and transit-supported commercial uses along the Third Street Corridor. Select historic commercial facilities should be retained wherever possible and reflected in new development proposals. Infill development should be monitored to ensure it is in character with the neighborhood. Major physical and economic improvements include significant investments in public infrastructure, including commercial truck routes, Green Streets and pedestrian-related improvements of intersections throughout the district.

Reviewing the *Northern Industrial District Year 2020 Focus Area Plan* from north to south, the Port of San Francisco’s Eco-Industrial and Maritime Industrial Park is a mixed-industry area that emphasizes the use of cargo facilities along the waterfront and clustering of eco-industrial facilities. Those parts of the area not amenable to maritime uses due to distance from the water provide an opportuni-

ty for alternative uses, and can provide land for a major public park with playing fields and other resources.

Crossing from east to west is major community asset, Islais Creek Landing. This waterfront promenade is surrounded by a mix of office and housing on the northwest quarter, business parks in the southwest quarter, waterfront trails within parkland on the Port-side, and the India Basin “New” Industrial Park in the southeast quarter. The promenade has accessible waterfront walkways, benches, historical displays and recreational fishing areas that provide residents and workers with an invaluable amenity enhancing the quality of life in Bayview Hunters Point. The result is a continuous, accessible greenbelt around Islais Creek with multiple access points.

Just south of the Port land and below Islais Creek is the “New” India Basin Industrial Park. The Industrial Park of the future is more densely developed, with a people-mover shuttle system linked to light rail stops on Third Street reducing the need for huge employee parking lots. Multimedia is an integral part of the mix of businesses thriving here. Eco-industrial procedures have formed new dependencies between businesses, allowing

Northern Industrial District Year 2020 Focus Area Plan

Job Base and Entrepreneurial Opportunities

Clean industry and Mitigation of Land Use

Public Amenities

for innovative production techniques. Along Third Street, a mix of office and commercial uses linked to transit forms a corridor anchored by community gateways, enhancing the natural landmark of Islais Creek Landing. The architecture here is sleek and modern, evoking a sense of the bay and the shipbuilding history of Bayview. Parking is incorporated into buildings or located at the rear of lots, creating a true streetscape and sidewalk presence at the ground floor. Increased transit use and housing will bring more pedestrians and the character of the street, in turn, will become more pedestrian-oriented. Easy access from the train to local businesses will create a more pedestrian-friendly, lively, urban environment throughout.

The San Francisco Produce District dominates the west-central portion of the area. Food-related businesses, produce terminals, and other wholesale markets are knit together with improved infrastructure and efficiently designed truckways. Automobile traffic is restricted to the business district while trucks are directed to the west towards Bayshore Boulevard and the interstate access points. Gateways integrated with checkpoints define the boundaries of this vital commerce area.

Adjacent to the west, the “Westside” Business Park provides opportunities for a large variety of businesses and facilities including light-industry, shipping, wholesale, and other business operations.

Finally, the Bayshore Boulevard commercial retail corridor defines the western border of the community. Future development here is visualized as “super retail,” appropriate to the auto-intensive character of the area and its adjacency to the freeway.

The following issues are of great importance to the community:

- **Clean Industry Standards and Appropriate Siting of Facilities**

Business centers and industrial areas should not pol-

lute the environment and should make use of the best technologies and production processes available. Community members feel strongly about seeing city and Port policies established that make incentives for unified eco-industrial development using programs established nationally. The Northern Industrial District should become a progressive model for the rest of the state and nation.

- **Access and Enhancements to the Waterfront**

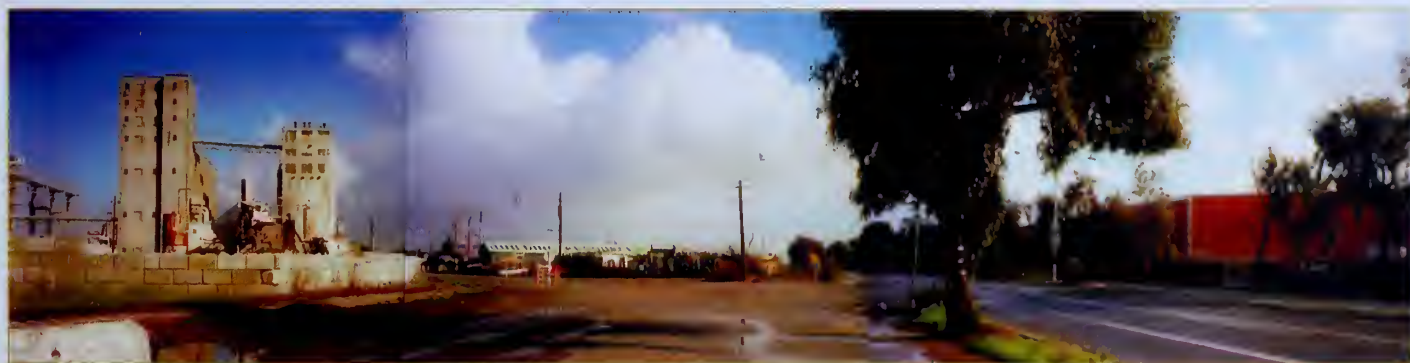
The waterfront should be opened up and restored for public use. Industry and economic development can coexist and benefit from this public good. Facilities that pollute the air and water should be relocated to land away from the waterfront. Land that can be dedicated to a large public open space should be considered as not only a service to the southeastern part of the City least endowed with parks, but planned as an inducement for certain types of businesses to locate around it.

- **Links between Industry and the Community**

While the focus is often upon building links through job training and local employment programs, many other community “goods” can and should be provided by businesses seeking to locate in the Northern Industrial District. These include public space, public art, and co-generation of community facilities. An example of such a proposed link is a partnership between the San Francisco Produce District and a Farmers’ Market/Community Marketplace in the Town Center.

Proposed and Potential Projects in the Northern Industrial District

Existing assets to work with immediately include the Muni Light Rail line to be constructed along Third Street, with opportunities to encourage the development of office buildings that house small cafés or provide some other type of mixed use. Buildings should reflect the maritime heritage, industrial history and landscape characteristics of the area to retain and/or emphasize the unique character of the historic industrial district.



Looking east at Port of San Francisco property from Cargo Way and Third Street.

JOB BASE AND ENTREPRENEURIAL OPPORTUNITIES

Transit Oriented Development Along Third Street

Office and commercial development along the Northern Third Street Corridor will provide increased employment and entrepreneurial opportunities. Conversely, businesses locating here should emphasize transit use for employees and visitors.

Increase Local Hiring and Training Requirements

First Source Hiring, Resident Training and Mentoring program requirements must be negotiated as a part of all new development proposals.

Increase Job Development in Redevelopment Areas

Amend the India Basin Industrial Park and the Bayview Industrial Triangle to allow for more office and commercial uses.

Expand the San Francisco Produce District

Projects that will encourage renovation and expansion of the San Francisco Produce District and related uses include entry gateways, new truck routes and improved streets, and reinvestment into docking and other truck-related facilities.

CLEAN INDUSTRY AND MITIGATION OF LAND USE CONFLICTS

Southeast Water Pollution Control Plant Improvements

The Southeast Treatment Plant has considerable impacts on neighborhoods surrounding it, including foul odors. The utility has plans to relocate the southern “digesters” section of the plant that will reduce most odors. However, the community remains concerned about the City’s reliance on this facility to serve a broad segment of San Francisco and that planned developments such as Mission Bay and the UC campus may overtax it. The Coalition for Better Wastewater Solutions suggests that this issue be studied further for long-term sustainable solutions. The Public Utilities Commission (PUC) is engaged in a one-year study regarding alternative improvements to the Sewer Treatment Plant.

Port of San Francisco Eco-Industrial Park

The Port has indicated a resource/waste-sharing eco-industrial park could potentially be developed in the upland area or “backlands” of the Port Property on Cargo Way.

Industrial Protection Zones (IPZs)

New zoning controls should be established to prohibit residential development and allow office development with conditional approval in industrial zones. Transition zones adjacent to residential districts should be established to allow only commercial or less noxious uses (no hazardous materials, and low-noise/low-odor-generating uses).



The history of Bayview’s waterfront, like the waterfront itself, should be accessible to all.

Physical Buffers

Streetscape improvements should be made where existing land use conflicts exist. These projects can include parkway designation, widened sidewalks, and rows of trees that can buffer existing industrial uses from residential uses or pedestrians from traffic.

PUBLIC AMENITIES

Streetscape Improvements

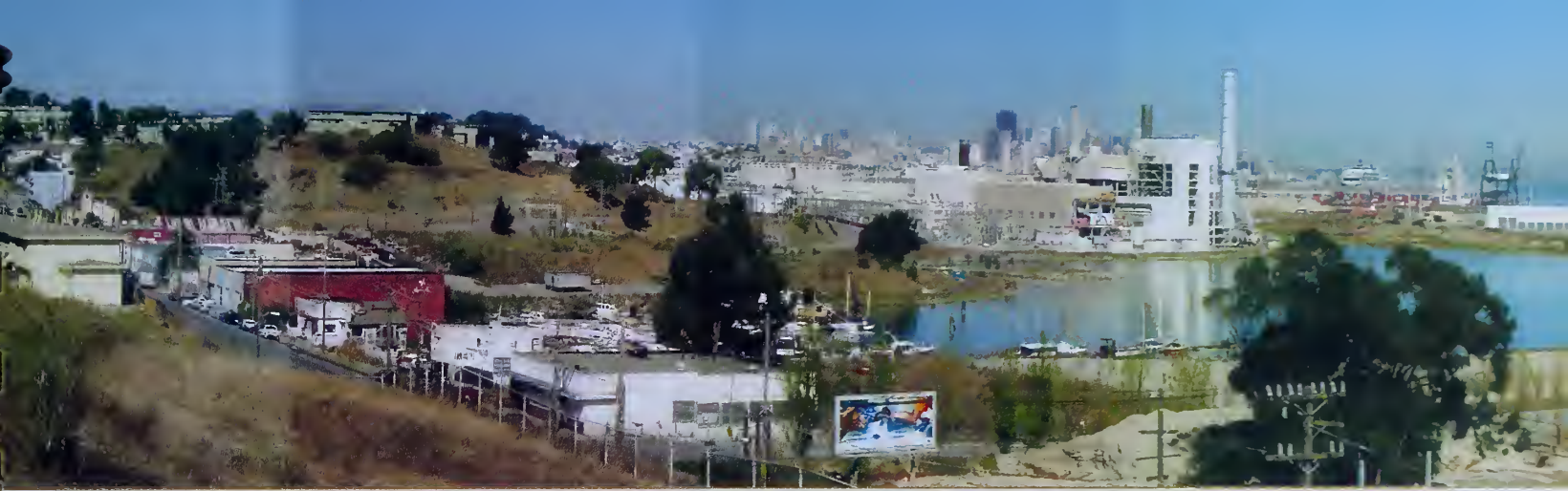
Additional streetscape improvements along the length of Third Street that are not currently in the MUNI budget should be considered for simultaneous implementation with the light rail construction. Improvements to other key pedestrian linkages as “Green Streets” should also be provided for as key investments.

Islais Creek Access and Public Improvements

Bordered on three sides by industrial uses, continuous access around the perimeter of the creek and links with the Bay Trail should be made with pedestrian and bicycle paths.

Community Gateways and Markers

Community markers should be established at Islais Creek Landing, Cesar Chavez, and/or Oakdale at Bayshore to identify the community.



View of Hunters Point Shoreline looking northwest from Hunters Point Hill.

THE HUNTERS POINT SHORELINE DISTRICT YEAR 2020 FOCUS AREA PLAN

Focus Area Description and Opportunities for Revitalization

The Hunters Point Shoreline District is located in the north-eastern portion of Bayview Hunters Point. Its close proximity to San Francisco Bay and location at the northern access point to the Hunters Point Naval Shipyard present a number of opportunities for revitalization. The area has great potential to serve the diverse needs of current and future residents on Hunters Point Hill who currently have little access to commercial development and services.

The district is bordered by residential areas on Hunters Point Hill to the west, the Northern Industrial District and Port of San Francisco to the north, India Basin Park shoreline to the east, and the Hunters Point Naval Shipyard to the south/southeast. Significant existing land uses and facilities include the Pacific Gas & Electric (PG&E) power plant site, the Westbrook and Hunters View public housing developments, the Northridge Coop Housing development, India Basin Shoreline Park, and Pier 98. Notable historic landmarks include Our Lady of the Lourdes church and Avion Springs water company. Interspersed throughout the residential areas closest to the shoreline and adjacent to the Northern Industrial District are a number of small-scale light industrial businesses, a few commercial businesses, and several vacant parcels of land.

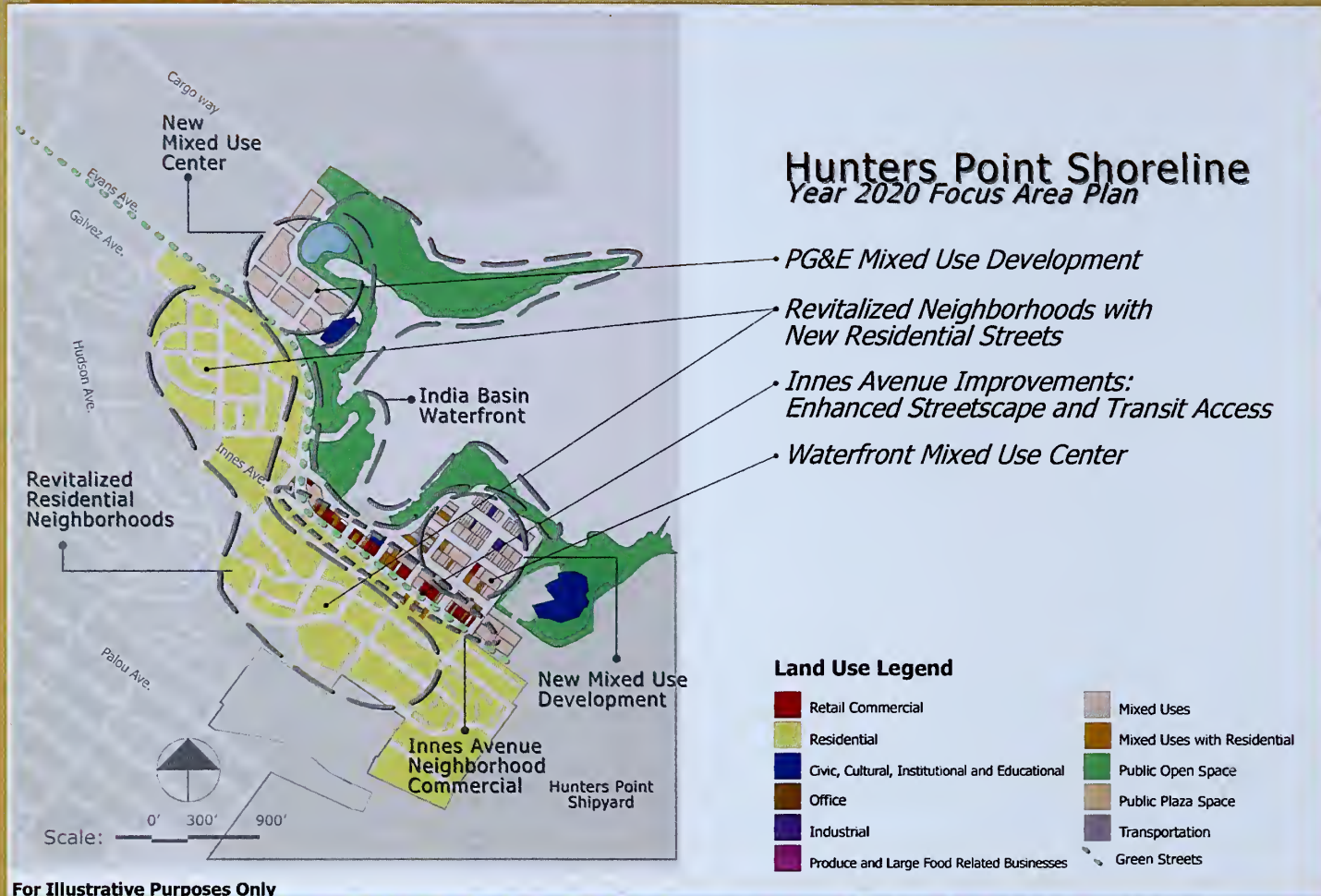
The major road through the district is Evans Avenue, which turns into Hunters Point Boulevard and Innes Avenue, connecting Third Street and the Town Center to the Hunters Point Naval Shipyard. The current street pattern in residential areas on the hill is curving collector streets with cul-de-sacs, while most of the rest of the district has a slightly warped grid of streets draped over the hilly topography

sloping to the waterfront. There are several steep escarpments along Hunters Point Boulevard that have created a generally negative disconnection of the residential neighborhoods to the waterfront and adjacent areas.

The Westbrook and Hunters View public housing developments on Hunters Point Hill are under the aegis of the San Francisco Housing Authority, providing desperately needed affordable housing. However, the buildings are former wartime housing units intended to provide temporary housing for shipyard workers during World War II that have become increasingly impacted by age and use. These two developments are bordered to the west by newer suburban-style housing built by SFRA during the 1970s and 1980s. For the most part, these residential areas are disconnected from each other.

The shoreline area includes several wetland restoration projects and public open space projects at Pier 98 and around India Basin. The Port of San Francisco and SFRA are engaged in parallel planning studies to revitalize the shoreline areas of the Hunters Point Shoreline District. Both agencies have established community advisory boards for this purpose and hold open public meetings to discuss proposals and projects. India Basin Shoreline Park is an 11.4-acre park that features community amenities and pathways throughout that link to the Bay Trail. A large amount of wetland restoration within the park has taken place and the India Basin Shoreline Open Space project sponsored by the City's Recreation and Park Department, the Trust for Public Land, and several local non-profits are planning to add 5.7-acres that feature additional amenities. The park and open space areas are not yet well used due to disjointed pathways, limited accessibility through adjoining land, and a lack of visibility to the rest of the community.

Abundant assets within the existing Hunters Point Shoreline District, including current revitalization activities and alliances, have informed the creation of the *Year*



2020 Focus Area Plan for the Hunters Point Shoreline District. These assets and their challenges include:

1 Proximity to the Waterfront

India Basin Shoreline Park is currently being expanded with opportunities to create new links along the waterfront with the Bay Trail. Multiple agencies and community organizations have banded together to achieve common goals, offering the opportunity to continue joint revitalization efforts. Public participation has been a large part of current efforts, from planning to actual implementation through volunteer activities that can be built upon for future efforts. One major challenge is the cost of cleaning up polluted public land and financing planned improvements. Privately-owned land, including the small marina within the center of the shoreline park, also needs assistance to remediate pollution and create a vital waterfront through enhanced development.

2 Large-Scale Redevelopment Opportunities

The Hunters Point Shoreline District includes two major potential development parcels, including the 35-acre PG&E power plant and adjoining facilities to the north, and the 13.5-acre parcel known as the "Ferrari site" to the southeast. These represent two of the largest sites in Bayview Hunters Point available for development. Like other industrial sites, the two parcels will require

cleanup of past contamination prior to new construction or use. In the case of the PG&E plant, full closure for redevelopment cannot occur until the City's Potrero Plant is upgraded and can provide all the energy needed for San Francisco. At present, this appears possible by 2005.

3 The San Francisco Housing Authority's Pursuit of Hope VI Grants

Public housing developments within the district provide affordable housing for the thousands of San Francisco residents who have been impacted by the staggering growth and high rents associated with the new economy. However, this housing is old and increasingly unsafe. Because the original construction was considered temporary, the site is not well designed. However, this provides a great opportunity to redevelop the housing with a more compatible neighborhood form. A grant application was created this year for the revitalization of the Westbrook Housing Development, replacing dilapidated housing with new, well-designed townhouses and apartments, reconnecting the neighborhood with a woven grid of new streets, and including a host of desired public spaces, facilities, and civic services. Although the U.S. Department of Housing and Urban Development (HUD) did not approve the grant in this year's cycle, there is

great need and desire to refine the proposal and resubmit it next year. Further revitalization efforts for this desperately needed affordable housing will require additional help from federal, state, and city government agencies to rehabilitate the other public housing developments in the community.

4 Proximity to the Hunters Point Shipyard

There is a great desire and opportunity to create a thriving neighborhood commercial center within the blocks bordered by Hunters Point Boulevard and Innes Avenue that will serve adjacent residents and capitalize upon proximity to the Shipyard. This area is located on a shelf of land that can capitalize on views to the waterfront. Current Shipyard plans include the development of the "Bay Area Cultural Arts and Technology Center" (BAYCAT) that will serve to anchor the southeastern end of the commercial area and provide a major community benefit with training programs.

Community Vision for the Hunters Point Shoreline District Year 2020 Focus Area Plan — Building on Our Strengths

The community has identified the Hunters Point Shoreline District as playing a major role in the revitalization of Bayview Hunters Point, in large part because of its shoreline frontage and large underdeveloped parcels. A *Year 2020 Focus Area Plan* has been prepared to illustrate what can be accomplished by utilizing these existing strengths and assets.

The plan includes:

- Water recreation along the India Basin Shoreline and public access to the waterfront.
- Rehabilitated public housing that ties in physically and architecturally to other residential development in the community.



Hunters Point Boulevard curves into Innes Avenue, home to a small neighborhood commercial strip with a mix of uses: residential, light industry, a small boat yard, a cafe, non-profit offices, and a growing India Basin waterfront park. Housing on Hunters Point Hill rises to the left of Innes Avenue.

tecturally to other residential development in the community.

- New mixed-use residential developments that feature ground floor neighborhood-serving businesses and housing above in appropriate locations on the north side of Innes Avenue.
- New mixed-use development centers with flexible land uses on the PG&E and Ferrari sites that take advantage of these large parcels of land.
- Facilitation and completion of cleanup of hazardous substances from identified contaminated sites, particularly the PG&E site and the Ferrari parcel.

Elements of the Plan

Five major development centers within the Hunters Point Shoreline District emerged by focusing upon available sites in combination with proposed plans to create a vital, multi-use district. The five are seen in Map 25, *Hunters Point Shoreline District Year 2020 Focus Area Plan*: a new mixed-use area occupies the former PG&E site; the completed and enhanced India Basin Waterfront Park features an enlarged marina; a central mixed-use commercial area has developed along Innes Avenue; a zone of new residential neighborhoods is shown on Housing Authority land; and, a mixed-use employment core on the Ferrari site. All are linked by a new and enhanced hierarchy of streets, the Bay Trail along the waterfront, and thoughtful land use transitions.

In this future vision, new jobs and economic vitality are key and abundant housing is interwoven throughout. The hillside and the waterfront would be connected by new development that serves the entire area and that provides neighborhood services needed by Hunters Point Hill residents and future residents living near the waterfront.

Looking at the *Year 2020 Focus Area Plan* for the Hunters Point Shoreline District from north to south, the new mixed-use development replacing the PG&E power plant takes advantage of the waterfront setting and converts an irregular cooling pond into a lake amenity with trails and courtyard spaces connecting adjacent buildings. The buildings wrap around the pond and waterfront, visualized as stepping-up in height as one moves farther north to create and maintain important views. The two buildings closest to the shoreline open up to a central plaza with paths leading to the Bay Trail at the water's edge. An interpretive center celebrating the waterfront could be located here on the ground floor.

South of this new mixed-use center is the expanded India Basin Park. Trails, fishing piers, picnic areas and other amenities are centered by a beautiful, expanded marina

with boat ramps and docking facilities. There is an additional possibility for this marina to become enhanced with a commercial ferry landing.

Just inland from the park and marina is the Innes Avenue neighborhood commercial area. Development in this area would consist of two- and three-story mixed-use buildings with neighborhood-serving commercial uses on the ground floors and housing or offices above. In certain blocks, apartment buildings with commanding views of the bay are shown. New streets are shown intersecting the blocks and connecting up the hill towards adjacent residential neighborhoods to allow convenient and walkable access to shopping and the waterfront.

The residential neighborhoods surrounding the commercial area and on the hill are partially based upon the site planning standards proposed by the Housing Authority in the Westbrook Plan HUD grant. The imagined redevelopment and rehabilitation of Hunters View is based upon the same patterns seen in the Westbrook plan, with new streets lined with townhouses and apartment buildings interspersed with civic facilities, schools, and neighborhood parks.

Anchoring the Hunters Point Shoreline District to the south and adjacent to the waterfront is a new mixed-use neighborhood on the former Ferrari site. A grid of streets and the conceptual design of the building footprints show a smaller scale of development with maximized views of the bay. The mix of uses could include neighborhood-serving commercial and restaurants on ground floors along with office, business services, and compatible light industry. Housing is intermixed throughout, whether in upper stories of mixed-use buildings or in small enclaves. Great importance is placed upon walkable blocks that provide unhindered access to the waterfront.

Adjacent to the Ferrari site, the BAYCAT building that is currently being designed has been visualized with different levels, taking full advantage of the steep topography in order to provide dramatic views, and potentially contain tuck-under parking. At the highest level of the building, where it is on-grade with the street level, is a café with lovely outside terraces and walking paths. Eco-science greenhouses could be located on the lowest levels, interconnected with a highly designed basin landscape where stormwater runoff is caught and filtered. The waterfront park area below is conceived of as being fairly wild and lush with the Bay Trail meandering through.

The following overview describes important attributes of the *Hunters Point Shoreline District Year 2020 Focus Area Plan*.

NEW MIXED-USE DEVELOPMENT

All new development includes a mix of residential units, business and professional services, retail establishments, and compatible light industrial. The new development on the PG&E site must consider how the mix of uses links to established areas and whether a substation will remain or be relocated. Along Innes Avenue and towards the waterfront, moderately scaled development will preserve views of the bay from Hunters Point Hill residential areas. Institutional and/or business uses clustered on the portion of the Ferrari site adjacent to the Shipyard BAYCAT project can create an important employment center.

WATERFRONT ACCESS

Continuous waterfront access from Pier 98 to the Shipyard must be built into all plans through development of the Bay Trail and adjacent waterfront open space. New streets engineered to fit into the hilly topography should provide linkages from residential areas to the waterfront.

HOUSING

The principle of creating housing for all types of residents includes mixed-income development with market-rate housing, affordable housing, and everything in between to cover the widest possible range of needs for future residents. Of great importance is restoring dignity to lives of those who live in public housing and reintegrating them into the larger community through both capacity-building



Better access from housing on Hunters Point Hill to Innes Avenue and the waterfront are crucial.

programs and integrated, sensitive urban design and architecture. Also key is retaining existing residents while large-scale revitalization by the Housing Authority takes place.

PEDESTRIAN AND BICYCLE-ORIENTED STREETS

Beautification of Hunters Point Boulevard and Innes Avenue is accomplished through frontage and streetscape improvements. This includes using native and tolerant plants that provide beauty and low-maintenance landscaping. Tree planting within inset landscaped areas between the road and sidewalk can buffer pedestrians and adjacent buildings from traffic. The plan calls for the development of bicycle lanes along all major streets in the area, especially Innes Avenue.

Proposed and Potential Projects in the Hunters Point Shoreline District

As was done in the visionary plan for the Town Center, primary projects must start by focusing upon efforts that will create a positive environment for additional revitalization efforts. For instance, once new infrastructure is in place and a feasibility analysis complete, new large-scale development will not only provide jobs, but will also pay the development fees that fund amenities and open space. The following are only a few of the numerous projects that will occur in the Hunters Point Shoreline District to create a vital living and working neighborhood.

PG&E SITE REUSE

Reuse of the PG&E site should be the subject of a detailed feasibility study. The City should consult with the community, the Public Utilities Commission and the Port of San Francisco staff on the future development of this site. Income generating uses must be considered for the economic feasibility of development of the site. The non-open space portion of the site could accommodate a moderate to medium density mixed-use project with water-oriented residential, office and/or light industrial uses adjoining India Basin Industrial Park, environmental education facilities, and community-serving retail businesses or restaurants.

WATERFRONT MIXED-USE DEVELOPMENT (FERRARI SITE)

Similar to the reuse of the PG&E site, this waterfront development would principally involve reuse of the Ferrari Site and will require feasibility analysis in order to define a potential development program. The waterfront location offers an excellent opportunity to create a beautiful new mixed-use neighborhood.

TRANSPORTATION AND CIRCULATION IMPROVEMENTS

A number of transportation and circulation improvements



The vision for Hunters Point Shoreline includes the cleanup and development of opportunity sites like the PG&E site that emphasize a mix of uses, small to moderate scaled development and a celebration of the waterfront through preservation of open space and maritime uses along the shore.

would be necessary to support new development and existing residences or businesses in the area. These improvements include:

- **Innes Avenue Improvements.** These improvements would signify its status as a major neighborhood identity street and as the northern access route into Hunters Point Shipyard. In addition to frontage and streetscape improvements and landscaping, the roadway should be upgraded as necessary to ensure efficient vehicular movement. At the same time, pedestrian and bicycle amenities should be provided.
- **Enhanced Transit Access.** Transit access along Hunters Point Boulevard – Innes Avenue should be enhanced by means of a shuttle, increased bus service or a light rail extension along Innes Avenue, in order to link Innes Avenue and Hunters Point Shipyard to Third Street and adjoining areas. An adequate right-of-way or roadway capacity should be maintained for these improvements.
- **New Neighborhood Streets.** Street connections from Hill residential areas to Innes Avenue and the waterfront must be built. The currently dangerous and inhospitable stairways should be replaced with cut-graded neighborhood streets with sidewalks.



South Basin District as seen looking south from Hunters Point Hill.

SOUTH BASIN DISTRICT YEAR 2020 FOCUS AREA PLAN

Focus Area Description and Opportunities for Revitalization

The South Basin District, comprising more than 240 acres, is a large and important area forming the southern boundary of the community. The District includes defined residential areas on both sides of Third Street within the historical Bret Harte neighborhood. Overall, a mix of land uses characterizes the area with historic residential development intertwined throughout. The strong emphasis on industrial activity is tied to the presence of the freeways to the west and former Hunters Point Shipyard to the east. While industrial uses are extensive, they are generally of a smaller scale than those located in the Northern Industrial District.

A considerable range of architectural scale is seen in the district: from large retail establishments along Bayshore Boulevard bordering the west side of the district, to bungalows and townhouses within the central and southeast areas, to a mix of building types and undeveloped land along the bay shoreline and Yosemite Slough to the east. The Third Street Corridor runs through the middle of the district without necessarily dividing it, with scattered commercial businesses tending to be clustered either to the north bordering the Town Center, or to the south in an area called Little Hollywood. The central area around Third Street includes the important civic institutions of Bayview Park, the Martin Luther King, Jr. Pool, the Southeast Health Center, and several community churches. New housing along the corridor has recently been built to serve the community's elderly population.

While the area west of Third Street has been predominantly industrial in character, a former brewery was redeveloped

as a residential enclave, Portola Place. Several large and underutilized parcels still exist, including the former Coca-Cola and Macy's properties. This western area is further defined by the three strong north-south routes of Bayshore Boulevard, the Southern Pacific and CalTrain rail line, and Third Street. East-west streets leading from Third Street are limited to Paul Avenue to the south and Williams Street to the north by the rail line.

The easterly portion of the district is situated in a valley between Hunters Point Hill to the north and Bayview Hill to the south. The area is a mixture of established residential bordering a variety of industrial uses that are often uncomfortably interspersed with or bordering residences. Much of this conflict in land uses is due to heavy truck traffic crossing east-west between the industrial cluster near the Shipyard to the freeway.

Field surveys of residential areas indicate an large range in estimated net density: from 65 dwelling units to the acre in Portola Place, to 24-36 dwelling units to the acre in areas adjacent to Bayview Hill. The San Francisco Housing Authority manages Alice Griffith Homes, an affordable housing development in the southeastern portion of the district familiarly called Double Rock. This enclave is very distinct from surrounding residential blocks due to an internalized street layout, a uniform block style of housing with unfortunate aging conditions, and limited access at its borders.

Streets throughout the area are quite wide, laid out in a grid radiating from Third Street that breaks into curves along the waterfront or within small residential areas such as Alice Griffith. While South Basin includes an extensive waterfront edge, the area's shoreline largely consists of both abandoned and active industrial sites, making public waterfront access nearly impossible. Recent environmental



surveys have indicated considerable environmental remediation is necessary to correct past polluting activities.

The South Basin District possesses a number of assets to build upon. These assets, coupled with particular challenges include:

- **Proximity to the Town Center, 49ers Stadium/proposed Candlestick Mills Mall, and Hunters Point Shipyard:** The South Basin area is strategically located with respect to these existing and proposed commercial centers. However, comprehensive links in economic and physical planning is lacking. On Third Street, little high-quality commercial development exists along the corridor despite the documented need and capacity for neighborhood-serving retail. Impacts of Shipyard redevelopment or the proposed mall on existing businesses or revitalization plans should be more fully addressed. Waste and traffic impacts on adjacent residential areas caused by existing activities and planned development at these adjacent areas must be defined and mitigated.
- **Shoreline and waterfront access:** The South Basin East waterfront presents a unique opportunity for well-designed open space surrounding light industry, business, retail, restaurants and entertainment on a restored waterfront. Land designated as State Park lies vacant and undeveloped, primarily used for overflow parking during events at the stadium. Waterfront properties in general are largely inaccessible, vacant and require environmental remediation. Cleaning up polluted sites may derail redevelopment if there is a lack of inter-agency teamwork that results in inadequate identification of resources and comprehensive measures. Much of South Basin is zoned Heavy Industrial, with large tracts of vacant or underutilized land near the bay and smaller parcels and buildings scattered throughout the area. South Basin continues to be the site of many start-up and small businesses, and thriving areas situated east and west of Third Street can provide important resources for the community's well-being. In other cases, several properties can be redeveloped with mixed-use projects, including new residences. The district can be more successful as an economic generator with connectivity to job training in the

community, improvements to area access, and an emphasis on eco-industrial activities. The proximity of residences to industry has been problematic, but a more harmonious arrangement between workplace and home can be accomplished through dedicated truck routes, land use buffering, and new technologies that lessen impacts upon people and the environment.

- **Proximity to major transportation routes.** The South Basin District has direct automobile and truck access from U.S. 101 by the Paul Avenue and Third Street exits. Bayshore Boulevard is a major auto-oriented street, that with the interstate highways, form Bayview's western boundary. Several opportunities for large "big-box" retail establishments exist in the western area along Bayshore. Access between the highway and industrial areas in the district's eastern half is circuitous and not clearly marked. This leads to heavy truck traffic negatively impacting residential areas, neighborhood commercial on Third Street, and recreational zones along the bay shore. East-west street access through the district is problematic, particularly for trucks because the CalTrain trackway, running north-south one block from Third Street, effectively splits the district's western half due to the limited number of street crossings. Two grade-separated crossings of the CalTrain/Southern Pacific line are at Paul and Williams Street, and one crossing at Carroll-Egbert Streets is at street-grade. New overpasses and other ways to connect both sides of South Basin must be explored. Despite these problems, railroad access is a potentially valuable asset for rail-dependent industries in the western portion of the district.
- **Third Street Light Rail Line:** Third Street, the major commercial street and important arterial in the Bayview Hunters Point Community, serves the entire district, but few of the community's needs are met by businesses located along its length. Muni's new Light Rail Transit line will provide five new stations serving South Basin. These are planned at Van Dyke Street, Carroll Avenue, Gilman Street, and Jamestown Street. But merely providing this important transit infrastructure is not enough in itself to revitalize Third Street in a community-serving manner. Measures that induce

locally owned or desired establishments to locate around transit stations, including development incentives and reduced parking requirements, must be comprehensively planned and effectively implemented. Another important need for South Basin in particular is planning multi-modal access and east-west connectivity, especially to the waterfront.

Community Vision for the South Basin District Year 2020 Focus Area Plan — Building on Our Strengths

The community has articulated a vision for the South Basin District and Bret Harte neighborhood as a dynamic working-living district of Bayview Hunters Point. The *Year 2020 Focus Area Plan* illustrates the vital district South Basin can become over time.

The plan includes:

- An enlarged Southeast Health Center with an Aging Campus, clustered senior services and new senior residential facilities.
- Transit hubs along Third Street bringing people to the Southeast Health Center and Aging Campus with larger-scale mixed-use commercial businesses located along the corridor.
- Community destinations and gathering places – including plazas along the Third Street corridor, a renovated Bayview Park, community gardens and parks extending through the Health Center and Senior Living areas, and a restored and redeveloped Yosemite Slough on State Park land.
- An office “park” area, with medical and other types of office uses bounding the Health Center and buffering adjacent residential from to industrial uses to the southeast.
- A formalized eco-industrial park in the southeast portion of the district, with defined truck routes linking the Shipyard and the freeway.
- Protected historic residential neighborhoods, with a range of new infill housing and transit-oriented mixed-use development focused around light rail stations.



An early illustration of the new Martin Luther King, Jr. Pool at Bayview Park. Courtesy Gerson Overstreet Architects.

- A focus on housing for senior living around the Southeast Health Center, including assisted-living facilities.
- Renovation of the Alice Griffith Housing Development, with massive improvements in street layout and infill that reunites the enclave with the rest of the neighborhood.

Elements of the Plan

Five major development centers visualized within the South Basin District are shown on Map 26, *South Basin District Year 2020 Focus Area Plan*. A central mixed-use commercial area is established along Third Street, a civic/health services complex integrated with housing and office uses, a large-scale commercial area along Bayshore Boulevard to the west, an eco-industrial park to the east, and a major waterfront park at Yosemite Slough on the eastern shoreline. All are linked by transit and Green Streets connecting established residential neighborhoods with civic institutions, mixed-use development concentrated around light rail stations, and public open space. Sensitive urban design and comprehensive planning is required in order to make certain that new development and infrastructure alterations complement the existing urban framework and historical character of the district.

Job creation and economic vitality are shown in both the important industrial areas and transit-supported commercial uses along the Third Street Corridor. Select historic commercial buildings must be retained and restored wherever possible, while historic residential neighborhoods are supported by intensive maintenance and reinvestment programs.

Infill development should be monitored to ensure it is in character and not simply approved without consideration for the future. Major physical and economic improvements for the commercial district include significant public infrastructure investments in commercial truck routes, Green Streets and pedestrian-related improvements of intersections throughout the district.

Looking at the *Year 2020 Focus Area Plan* for South Basin from north to south, a major neighborhood-serving retail center meets the Town Center retail/entertainment area. The larger parcels available here have been redeveloped with major retail stores and outlets, most with housing above. These stores include clothing, household goods and other types of department stores interspersed with smaller shops and cafes. Other business uses might include reprographics/photocopying/ blueprinting services, express parcel services, and health and insurance providers.



South Basin industrial workers enjoy a game of soccer during the lunch hour.

In the center of the district is the expanded Southeast Health Center and Aging Campus. The Southeast Health Center can act as a civic center for the community by providing advanced care and health education programs to residents, needed services to seniors, and new adult and children's daycare facilities. The eastern side of Third Street is focused upon Bayview Park, surrounded by the expanded Health Center and Aging Campus, offices, and housing. Medical offices that face the Health Center and other office uses buffer it from industrial development to the east. Interconnected parks and community gardens link institutions and facilities and enhanced crosswalks are provided for seniors living in adjacent housing.

On the far-western side of the district, a "Big Box" retail center is located along Bayshore Boulevard. This location takes advantage of the regional highway and street access to Highway 101 that provides the conditions necessary for large-scale retail and commercial development.

To the east, a formalized Eco-Industrial Park has emerged where resources are shared among businesses using a national model that also transforms waste products into new materials or energy sources. All businesses in this area would operate under ISO standards and integrate the cleanest production standards available.

Finally, the South Basin District's eastern waterfront is

considered an invaluable asset. Existing State Park Land shown in the plan has been reinvested with naturalized landscape areas and designed park areas, with restaurants and other establishments taking advantage of beautiful views of the Bay.

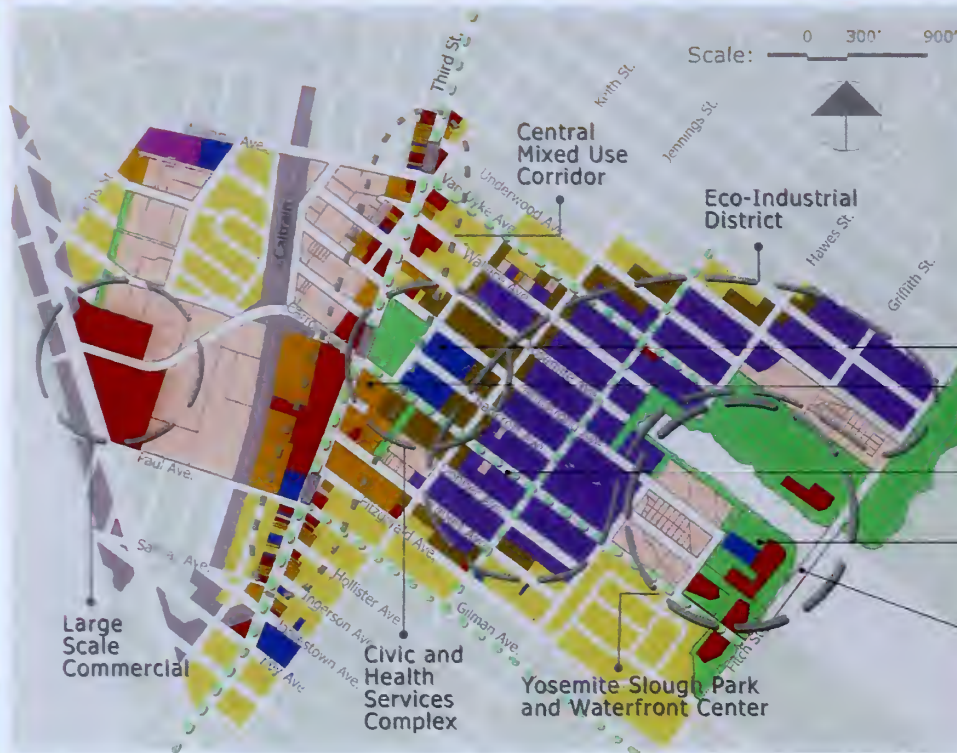
The following overview describes important overall attributes of the *Year 2020 Focus Area Plan* for the South Basin District.

TRANSIT-ORIENTED DEVELOPMENT

Transit-based, pedestrian-oriented development along Third Street must build upon Muni's Third Street Light Rail Project, with concentrations at light rail transit stops and connections with east-west bus lines. The emerging commercial character of the area closest to the border with the Town Center and the availability of larger parcels of land necessary for certain types of stores must include smaller restaurants and cafes to provide needed resources for area workers and evening dining for residents. Reduced parking standards make sense where senior living facilities are located. Businesses should provide shuttles for employees to take advantage of light rail and CalTrain.

ECO-INDUSTRIAL AND BROWNFIELDS REDEVELOPMENT

The industrial sector businesses in the South Basin District have historically been an important resource to the community by generating tax income and providing employment opportunities. The creation of an eco-industrial park in the



South Basin District Year 2020 Focus Area Plan

- Expanded Southeast Health Center
- Senior Housing and Services District
- Public Spaces and Green Streets
- Enhanced Street Crossings
- Environmental Cleanup and Redevelopment
- Aurelius Walker (Fitch St.) Bridge

Land Use Legend

 Retail Commercial	 Office	 Mixed Uses	 Public Plaza Space
 Residential	 Industrial	 Mixed Uses with Residential	 Transportation
 Civic, Cultural, Institutional and Educational	 Produce and Large Food Related Businesses	 Public Open Space	 Green Streets

For Illustrative Purposes Only

eastern part of the district can provide an economic generator that improves the environment by employing techniques such as recycling, co-generation, and an innovative means of linking industrial waste and converting it into new products. Vacant industrial properties offer opportunities for revitalization, but a large number of sites require environmental remediation prior to redevelopment into new uses.

HOUSING

Conserving existing and providing new housing is an important concern. Maintaining a high ratio of homeownership is required. Many existing residences need conservation assistance, especially those owned by seniors. A well-considered balance of housing types inter-mixed with affordable units should be built around transit stations in the upper stories of commercial uses along the Third Street Corridor, and in new facilities adjacent to the expanded Southeast Health Center that cater to seniors. In the case of all development, preserving the smaller scale of neighborhood character and architectural harmony is an important priority. The development of Portola Place, a well-designed enclave of residential townhouses, illustrates how this can be accomplished. The Macy's and Coca-Cola

warehousing and manufacturing properties from the South Basin area offer significant opportunities to integrate new residential with a mixture of other uses linked to the Carroll Avenue light rail station on Third Street.

PEDESTRIAN-ORIENTED RESIDENTIAL AREAS

Most residential-industrial conflicts occur along streets that may be wide, but have little in the way of pedestrian amenities. Creating clearly marked truck routes, enforcing truck route policies that keep industrial traffic from residential streets, and defining land use buffers between residential and industrial areas will minimize negative impacts caused by important employment centers upon surrounding neighborhoods. Intersections at the boundaries between residential and industrial areas should be modified to discourage truck traffic from intruding into residential enclaves and to improve the appearance of residential neighborhoods. Residential streets need traffic-calming methods that make pedestrians feel safe and allow residents to reclaim their sidewalks as social areas. These methods include new sidewalks with landscape buffers, street trees wherever possible, and sidewalk bulb-outs wherever appropriate.



The Southeast Health Center is one of 18 primary health care facilities located throughout the City as part of the Department of Public Health's Community Health Network. Community members would like to see the facility expanded.

PUBLIC OPEN SPACES, WATERFRONT PARKS AND ACCESS

Another aspect of the vision for a revitalized South Basin District is creating new public open spaces for everyday community gathering. Bayview Park and the Martin Luther King, Jr. Pool facility are important amenities that should become a true community center on Third Street. Providing additional landscaping and transit-related plazas will enhance these important amenities. New development that surrounds the park should extend this center's influence with integrated pathways and other physical improvements to encourage public safety. New schools and daycare centers should be connected to both transit and these open spaces. The waterfront must be woven into the life of the neighborhood as an amenity to residents and nearby workers. State Park land at Yosemite Slough offers a major opportunity for a distinct park, with continuous waterfront access via the Bay Trail along the shoreline and Green Streets that connect transit stations along Third Street east to the waterfront.

Proposed and Potential Projects in the South Basin District

Existing assets to work with immediately include infill development of vacant and/or underutilized properties. A major priority is the expansion of the Southeast Health Center and identifying sites for senior housing and living facilities. With the Muni Light Rail line will come opportunities for developing large mixed-use projects with major stores below and housing on upper floors. Historic commercial buildings and residences throughout South Basin should be restored and retained to maintain community character wherever possible.

EXPANDED SOUTHEAST HEALTH CENTER

The Southeast Health Center is located on the corner of Keith and Armstrong, directly adjacent to Bayview Park. The Southeast Health Center is expanding its building as well as its services. Because of the great need for more health-related services in Bayview Hunters Point, the expansion of health related services around the Southeast Health Center and Bayview Park is desirable. The current concept includes a childcare center for mildly ill children, an emergency health service center, specialized medical services related to sicknesses prevalent in the Bayview Hunters Point community (asthma, cancer, heart disease), and a training facility for health care workers.



Students on an educational field trip to the Candlestick Point State Recreation Area adjacent to 3Com Stadium.

ENVIRONMENTAL CLEAN-UP AND NEW DEVELOPMENT

Long-standing industrial land use and development patterns have rendered the waterfront all but inaccessible to pedestrians and left a legacy of pollution. Great strides have been made in cost-effective environmental mediation techniques and cleaner manufacturing technologies; by the year 2020, it is expected all industry will be ecologically intelligent. The community would like to see South Basin and the Yosemite Slough area in particular become a flagship project area that becomes a symbol of renewal and an important community destination.

PUBLIC SPACES AND GREEN STREETS

Restoration of wetlands and access to the waterfront along Yosemite Slough is desired. This project is but one that can aid in achieving the larger goal of having continuous waterfront access connecting Candlestick Point on the south to the Hunters Point Shipyard on the north. Completion of proposed Bay Trail system should also include linkages to Light Rail stations areas. At the end of every east-west street, there should be a Bay Trail connection.

INDUSTRIAL TRUCK PARKWAY ROUTE

Vehicular access, especially truck access, is extremely important to the health of industrial areas. Clearly marked and adequately dimensioned truck routes between South Basin and U.S. 101 will require new routing, especially east-west routes that allow grade separation from the CalTrain tracks. Signage directing truck route traffic should not only direct traffic but also prohibit truck traffic in residential areas. Major industrial serving streets should be improved with new paving, sidewalks, landscaping and alignments to promote efficient truck access and to improve the image of the area.

FITCH STREET/AURELIUS WALKER BRIDGE

A bridge is proposed over Yosemite Slough along the Fitch Street right-of-way to connect the proposed ring road at the Candlestick/Mills development with Crisp Avenue in the Hunters Point Naval Shipyard. The bridge is proposed to include a transit right-of-way for any future light rail extension. The benefits of a bridge in this general vicinity include more direct access to the Shipyard from US Highway 101 via both Harney Way and Carroll Avenue. This would enhance the marketability and revitalization of the Shipyard. The

bridge would allow pedestrians and bicyclists another waterfront route.

HOUSING

Affordable housing is in great demand in Bayview Hunters Point. Residential opportunities in the area should be particularly targeted to seniors, in developments like that on Third Street adjacent to Bayview Park. Additional multi-family residential units developed should be on other larger parcels near Third Street, integrated with a mix of other uses.

PLANNING AND URBAN DESIGN STANDARDS

The community requires thoughtful design standards for new development. Recent development proposals have received wide review and public comment, helping make them "fit" the community and become better projects. Height limits along Third Street have tentatively been determined as 65 feet, perhaps with some degree of flexibility in the most intensely developed areas around transit stations. Urban design standards along the corridor call for building facades up to the sidewalk, with articulated entrances and windows.

THE CANDLESTICK POINT SPECIAL USE DISTRICT

The Candlestick Point Special Use District consists of approximately 350 acres bordering the South Basin District where a major new construction project including a new stadium and retail/entertainment mall has been proposed. Today, Candlestick Point forms the southern gateway to Bayview Hunters Point, bordered by Bayview Hill to the west and the Bayshore to the east.

The Candlestick Point District currently contains three major elements:

- **3Com Stadium**, home of the San Francisco 49er's football team, is by far the largest structure and most visual element of the area. The existing stadium, built in the 1960s, is a classic concrete open-air stadium 120 feet tall, with nine 240-foot high-wattage light standards and 9,200 surface parking spaces. The City's Recreation and Park Department leases the stadium facility to the 49er's.
- **Private businesses** that are conducting all or part of their operations to the east along Gilman Avenue. These include Cahill Construction Yard, Water Resources Technology operation recycling and storage of construction debris, and the San Francisco RV Park, which holds a permit for 180 spaces for recreational vehicles.
- **Candlestick Point State Recreation Area**, a 175-acre shoreline park that provides public access along the south-

eastern waterfront. Seventy-two acres of the park have been developed with a network of paved and dirt paths, six concrete and wooden bathroom structures, dozens of picnic tables and barbecues, a gatehouse and two paved parking lots, two fishing piers, a large turf area, paved lookout points, an informal amphitheater, and a boat launch facility with parking lot. The remainder has never been developed, including the area surrounding Yosemite Slough. Approximately 103 acres is currently used for stadium parking on game days.

Proposed Candlestick Point Project Description

The City identified Candlestick Point as a prime opportunity for economic revitalization and physical renewal. After discussions with the community about larger revitalization goals for the Bayview Hunters Point community, a new stadium with a proposed mall and entertainment center was approved by San Francisco voters in June 1997 via Propositions D and F.

Proposition D authorized the issuance of up to \$1 million in public financing in the form of lease revenue bonds for the Candlestick Point stadium and related infrastructure (including but not limited to, parking, streets and highways, and water and sewer systems), facilities, structures, equipment and furnishings.

Proposition F approved the development of the stadium and mall project, making the necessary General Plan, Planning Code and Zoning Map amendments to raise the height limit to 200 feet for the stadium and 60 feet for the mall while establishing the Candlestick Point Special Use District. This special use designation allows the proposed project uses of a stadium and not more than 1.4 million occupied square feet of retail/entertainment space plus parking and open space.

The Candlestick Point Special Use District proposes four construction elements:

- **Construction of a new San Francisco 49ers football stadium** to accommodate approximately 75,000 spectators.
- **Construction of a first-class retail/entertainment mall** adjacent to the stadium with approximately 1.4 million occupied square feet to generate the economic synergy necessary to meet the project's financial objectives as well as maximize the tax benefits to San Francisco.
- **Construction of a ring road and bridge** along the perimeter of the stadium/mall site. Portions of local streets would be eliminated including Giants Drive, Gilman Avenue east of Aurelious Walker Drive and Hunters Point expressway. Carroll Avenue would be



Candlestick Stadium: A brand new 42,680-seat multi-million dollar stadium, on March 31, 1960, the eve of its first season. Courtesy San Francisco Public Library.

realigned and extended to meet the proposed ring road, and Aurelious Walker Drive/Fitch Street (with its bridge over Yosemite Slough) between Gilman and Carroll Avenue would be realigned to become part of the ring road.

- **Construction of parking areas within Candlestick Point Recreational Area.** The boat ramp and part of the grass-covered area would remain and be reconfigured. The fishing pier at Sunrise Point and most of the walking paths would be retained. A new modified vehicle entrance and paved parking lot would be constructed, along with a new park office/gate structure. Paved parking spaces would be reconstructed to accommodate 210 spaces while 103 acres of open land graded and planted with grass, including the installation of an irrigation system with the ability to use reclaimed water.

Conditions of Propositions D and F

Proposition D includes several conditions that must be carried forth in order to issue the financing bonds. Several of these conditions reflect discussions held with community leaders and PAC members who were simultaneously begin-

ning work on the larger *Bayview Hunters Point Revitalization Concept Plan*.

Proposition D conditions include:

- The 49ers must play all home games at the new stadium until the bonds are retired.
- The City would pay no more than half of football-related operations and maintenance expenses at the new stadium.
- Construction of a proposed commercial mall would be undertaken.
- The project sponsor must comply with the City's non-discrimination provisions.
- The project sponsor must provide employment opportunities to 1,000 General Assistance (welfare) recipients.
- The project sponsor must make "good faith" efforts to hire 50 percent of all construction workers and 25 percent of permanent mall and stadium employees from the Bayview Hunters Point communities.
- The project sponsor, construction firms, and others will make adequate provision for labor union representation at the project.

Proposition F allows use of the State Park land within the Special Use District — land that is currently under the jurisdiction of the City’s Recreation and Parks Department — for the non-recreational use of parking or other construction. Adult entertainment and gaming uses are specifically prohibited. The proposition exempts structures within the Special Use District from Planning Code Section 295, which regulates the height of buildings that shadow park facilities under the jurisdiction of the Recreation and Parks Commission.

The stadium and mall are to be subject to formal design review and approval by the Planning Commission and the Art Commission must also approve the design of all public or private structures on public property. Other governing provisions include requiring approval of certain signs by the City’s Planning Commission, the exemption of the project from land use controls within the Port of San Francisco’s Waterfront Land Use Plan, and from certain city contracting requirements.

The potential mall project continues to be discussed for the site and is currently being reevaluated. As market conditions are assessed, the Mayor’s Office will consider how the project may be undertaken.

Community Comments on the Proposed Candlestick Point Project

Bayview Hunters Point residents and stakeholders have supported the construction of the new stadium and retail/entertainment mall given the local employment provisions within Proposition D. There has been a general perception that the mall would enhance economic revitalization efforts made in the rest of the community, especially for local businesses along Third Street.

One prime concern that has been discussed is the conversion of State Park land in a part of the City that has so little open space. This is especially true around Yosemite Slough, where open space bordering the waterfront is considered a prime opportunity as an amenity for existing residents and enticement for potential new development seen in the *South Basin District Year 2020 Focus Area Plan*.

These concerns will be addressed during the actual design and review of the Candlestick Point Project. Public commentary will be part of the public review process, overseen by both the Planning Commission and the Art Commission. In general, environmentally sensitive urban

planning and design should make the project “fit” into the existing community and work as a catalyst for adjacent revitalization actions.

In conclusion, the community has created a comprehensive framework for revitalization through the *Year 2020 Focus Area Plans* while participating in the creation and review of project proposals. The 20-year vision seen in the plans will be brought about through multiple actors, however the community must continue to take a leadership role and create a process for interaction. Chapter 6 will discuss the next steps for public participation and civic leadership to bring these visionary revitalization plans to fruition. ■ ■ ■



KNOWLEDGE



CHAPTER 6.

Implementation of the Concept Plan: From Vision to Action



Bayview Hunters Point Project Area Committee members share ideas with community members at San Francisco's Third Street Faire.

UNITING BEHIND A SHARED VISION

This *Revitalization Concept Plan* illustrates the unified vision created over the last four years from a diversity of viewpoints within the Bayview Hunters Point community. Great effort has gone into making this vision inclusive and building consensus around its goals. Members of the PAC and other community leaders are now entrusted with outreach to discuss the plan's content and recommendations with decision-makers and the entire community. This document is a "living" plan — as citizens and stakeholders read it, all comments will be gathered for discussion and included in subsequent printings.

The important implementation activities that must now take place include:

- Building a Strong Coalition of Community Partners
- Prioritizing Revitalization Projects for Implementation
- Community Leadership and Grassroots Activities
- Adapting to Change.

Building a Strong Coalition of Community Partners

In order to fulfill the vision of the *Revitalization Concept Plan*, a variety of community stakeholders must come together to form an active broad-based coalition. The coalition has two levels of association: the first is local and community-based; the second is made up of municipal and regionally-based partners from the public and private sectors. The Bayview Hunters Point PAC will be a major partner in this coalition, working to bring members together while joining with other community-based partners in specific revitalization efforts.

Members of the community-based coalition must include:

- Community residents and neighborhood groups
- Churches, temples and religious institutions
- Educators, school groups and students
- Neighborhood and city non-profit organizations
- Job training organizations
- Business associations and owners

- Local realtors and property owners
- Local activists and advocacy groups.

Members of the municipal, regional, and public/private sector coalition must include:

- City departments and local government agencies
- Regional planning groups and transportation authorities
- Affordable housing organizations
- Historic preservation organizations
- Architects, contractors and developers
- Industry representatives
- Financial institutions.

Successful revitalization efforts in Bayview Hunters Point will achieve their highest potential with the range of insights offered by this diverse coalition of community-based stakeholders working collaboratively with both the private and public sectors. Broad involvement leverages the collective skills and resources of individual groups to the maximum advantage of the community at large. Ideally, all three sectors will be involved in the revitalization process by providing leadership, funding, and management expertise to implement the plan and achieve project goals.

The key to successful collaboration is communication. The PAC will sponsor and serve as host to scheduled general coalition meetings. Many of the groups and associations hold regularly scheduled meetings that the PAC can help publicize and activate attendance by partners. Communication tools include a coalition newsletter, the PAC website with links to partners, and presentations made by community leaders throughout the City.

Prioritizing Revitalization Projects for Implementation

Each stakeholder in the coalition will have priorities for revitalization. Some of these initial priorities will overlap with others and some will compete for attention. In order to meet the challenge of competing priorities, a consensus-building



A strong coalition of community partners can maximize resources to ensure coordinated events and initiatives aimed at furthering community revitalization efforts. For instance, Family Day at the Bayview Opera House could be coordinated to coincide with some type of special sale event on Third Street. Courtesy Bayview Opera House.

process has been developed that takes advantage of public discussion and critical analysis methods in two interrelated efforts: the *Bayview Hunters Point Blueprint for Action* and the *Bayview Hunters Point Redevelopment Plan*.

BLUEPRINT FOR ACTION

The first step of implementation is the creation of a community *Blueprint for Action*. Coalition members and all residents will be asked to comment on the projects outlined in the Chapter 5 *Focus Area Plans* and program needs identified in Chapter 4 *Area-Wide Recommendations*.

The projects and programs identified by this collaborative review will then be carefully studied to understand which must come first to lay the foundation for other efforts. For example, better senior nutrition programs may need new facilities and environmental clean-up must be complete before a new project can be built. The second part of this process is identifying all the agencies, organizations, and other partners who will work together to coordinate the implementation of a program or project. This includes identifying important sources of funding.

Once prioritization studies are completed, the *Blueprint for Action* will be written by a team of city agencies and

reviewed by coalition partners. The *Blueprint* will be a five-year outline of prioritized projects and programs with a schedule for completion and guidelines for coordinated partner activities.

REDEVELOPMENT PLAN

Redevelopment planning has been simultaneously underway as the work on this *Revitalization Concept Plan* and coordinated with the PAC and its committees. The finalization of redevelopment planning and analysis by SFRA for Bayview Hunters Point will be completed soon, with anticipated adoption at the end of 2001.

Redevelopment planning requires in-depth analysis and community review before the City's Redevelopment Commission and Board of Supervisors can formally adopt a plan. Once all analysis is complete, specific areas within the community will be defined that meet the legal requirements necessary in order to use the tools offered by redevelopment, including the financing of local projects.

The PAC will then review the analysis, recommend redevelopment plan boundaries and projects to be included from the *Revitalization Concept Plan*. Once details of the plan are completed and approved, the PAC will then present their

recommendations to the Redevelopment Agency Commissioners and then to the Board of Supervisors.

Several of the projects illustrated in the *Focus Area Plans* of Chapter 5 will be achievable with economic tools offered by redevelopment. The ultimate choice and definition of redevelopment projects will be also informed by coalition review of the *Blueprint for Action*.

An environmental analysis report (called an "EIR," *Environmental Impact Report*) will be created for the redevelopment plan that explains expected environmental outcomes as a result of specific projects. This report is publicly reviewed with a process of three rounds of open meetings, offering another significant opportunity to discuss project and program prioritization.

Once the EIR process is finished, the plan will go to the Redevelopment Commission for approval, and where the public will be invited to speak about community goals and priorities. Finally, the Board of Supervisors will adopt the plan in a formal public meeting. The PAC will always be the citizen-elected voice advising the Redevelopment Agency once the plan is complete and projects move forward into implementation.

Community Leadership and Grassroots Activities

Citizens have a large set of responsibilities they must fulfill in order for revitalization to succeed without the negative aspects of gentrification and displacement currently threatening many communities in San Francisco. These responsibilities include six major areas of work to be accomplished at the grassroots level. In all of these efforts, revitalization will be achieved by focusing on short-term incremental changes and linking people with available resources.

GET THE WORD OUT

Community leaders need to get the word out about the *Revitalization Concept Plan* with coalition-building efforts that will inform the *Blueprint for Action* and *Redevelopment Plan*. Every opportunity must be taken to give presentations, organize tours, and talk with people about the plan and how they can be involved to achieve community goals.

STRENGTHEN EXISTING NEIGHBORHOODS

Within the *Revitalization Concept Plan* are a list of programs and resources that assist homeowners, property owners, and renters. These include everything from financial support programs for home ownership to organizations creating safer neighborhoods. Community leaders must take this



Opportunities for continued outreach and dialogue, such as Bayview's Third Street Faire will be utilized to get community members involved in implementing community goals.

information to the people who need it most, connect them with available resources, and help reinforce a sense of hope. City staff, affordable housing organizations, public safety groups and others should be invited to speak at well-publicized events and community meetings.

SUPPORT AFFORDABLE HOUSING

The key to retaining current residents of the community is to actively advocate and support affordable housing. Community leaders must form partnerships with affordable housing organizations, non-profit developers, public agency planners, and other specialists while working hard to bring all residents into the discussion. Small, infill housing opportunities should be explored with groups like Habitat for Humanity. Inclusionary housing requirements for new development, including those required by the City, must be understood and projects should be publicly monitored to make certain important goals of the community are met.

STRENGTHEN EXISTING BUSINESSES

Existing businesses must be the primary focus of revitalizing commercial districts within Bayview. First, community leaders must exhort residents to purchase as many items as possible from local businesses. Next are the larger techniques described in the four-point model created by the Main Street Program that has been embraced by community leaders and currently under discussion with the City of San Francisco:

1 Organization

Build a broad-based coalition of support and resources to increase capacity

2 **Promotion**

Create a promotional program including event planning and marketing

3 **Design**

Create programs for façade improvement, clean streets, and historic preservation

4 **Economic Restructuring**

Expert assistance for enhanced profitability and business expansion.

INVITE NEW INDUSTRIES AND COMMERCIAL DEVELOPMENT INTO THE COMMUNITY

Community members are excited about new businesses, industries, and commercial development coming into Bayview and have identified where they see new growth occurring. The same promotional efforts to support existing businesses by the Main Street Program can work to create a positive setting for new industries and other economic development. Part of the coalition-building effort will be learning what industries and businesses are looking for, sharing economic data and research findings, and identifying opportunity sites with incentives.

REVIEW DEVELOPMENT PROPOSALS AND ENVIRONMENTAL IMPACT REPORTS

A worksheet with the seven “Strategic Questions” (using the Seven Revitalization Strategies) discussed at the beginning of Chapter 5 should be brought into every public meeting as a powerful community tool to judge the merits of development proposals. It is imperative that the community demand quality in both rehabilitation projects and new development.

Amendments to the City’s *General Plan* and *Planning Code* will be necessary so that city policies and development standards for Bayview Hunters Point are consistent with the community’s *Revitalization Concept Plan*. The *Planning Code* is especially important in that it will oversee current development and set forth land use ordinances, development guidelines and standards that apply to property throughout the Bayview Hunters Point community that is not within redevelopment planning areas.

Those portions of the community that have the tool of redevelopment will have a set of clear design guidelines for developers within the *Redevelopment Plan*. Community leaders must require that proposed projects governed by the *Redevelopment Plan* meet community goals and standards.

An *Environmental Impact Report* is being prepared as a part of the redevelopment planning effort. This report is presented to the public with a review process where community members can participate. The seven “strategic questions”

lend a structure to public comments on the EIR and also can be used to review building permits and city planning reviews of projects requesting special use authorization. Local advocacy groups are key partners in these review efforts.

Adapting to Change

Certain aspects of this *Revitalization Concept Plan* and the *Year 2020 Vision Plans* will require adjustment as new opportunities present themselves over time. In order to understand and discuss change in a productive manner, an annual meeting of stakeholders and coalition members should be held to review plans, discuss projects, and make new priorities in work schedules.

The *Blueprint for Action*, with its focus on incremental work plans, is a powerful tool for this review and adjustment process. Community members and organizations must seek resources and commitments to gather important social, educational, economic, and environmental data in order to make informed choices about new goals or priorities.

In concert with plans and projects review, capacity-building efforts must be on-going and every member of the community enlisted into carrying forth the vision of a revitalized Bayview Hunters Point. Community leaders must pursue education opportunities and training seminars to build upon their own strengths and efforts even as they reach out to others.

In all cases, both today and tomorrow, the community must make themselves politically heard through public meeting comments, interaction with their District 10 Supervisor, and letters to the Mayor’s Office. The future of the community is a joint vision and a shared responsibility. As new community members arrive, they become part of the ever-changing and evolving place that is Bayview Hunters Point.

FOR THE PEOPLE OF BAYVIEW — the most important aspect of bringing these plans to action is your involvement. Whether you are reading this plan in the year 2001 or 2020, take control of your own destiny: talk to your neighbors, attend every public meeting you can, and make your voice heard. With your support and dedicated efforts, this *Revitalization Concept Plan* will continue to serve as a strong foundation for the healthy future you are working so hard to create. ■ ■ ■

ACKNOWLEDGMENTS

THE BAYVIEW HUNTERS POINT COMMUNITY

FIRST AND FOREMOST, the PAC would like to acknowledge every community resident, business owner, property owner and community organization that gave input at community workshops or voiced their opinions at PAC meetings. Your input has been and will continue to be at the heart of this great endeavor!

BAYVIEW HUNTERS POINT PROJECT AREA COMMITTEE

RESIDENTIAL TENANT REPRESENTATIVES

Dennis Lumsey
Alvin Jones, Housing Committee Chair

RESIDENTIAL TENANT STUDENT REPRESENTATIVE

Devan Richardson

RESIDENTIAL OWNER REPRESENTATIVES

Ena Aguirre, Parliamentarian
Ellen Hayes, Secretary
Linda Richardson, Land Use, Planning and Transportation Committee Chair
Jim Rodriguez
Dorris M. Vincent, Parliamentarian
Jessie Williams

BUSINESS OWNER REPRESENTATIVES

Daniel Dodt, Economic Development, Employment and Training Committee Chair, DODT, Inc.
Michael Hamman, Treasurer, Michael Hamman General Contractor

COMMUNITY ORGANIZATION REPRESENTATIVES

Reverend Cordell Hawkins, Chairperson, Double Rock Baptist Church
Ollie Burgess, Health and Environment Committee Chair, Southeast Health Center
George W. Davis, PhD., Bayview Hunters Point Multi-Purpose Senior Services, Inc.
Jonathan Gomwalk, San Francisco League of Urban Gardeners
Cedric Jackson, Career Center
Betty McGee, Education Committee Chair, BVHP Health and Environment Resource Cntr
Joyce Sua, Hunters Point Boys & Girls Club

STAFF

Emily Rogers, Executive Administrator/Coordinator

PAST PAC REPRESENTATIVES

Lisa Bauer, Waste Resource Technologies
Linda Brooks-Burton/Gaylon Logan, Infusion One
David Lee Cosby, San Francisco League of Urban Gardeners
Michelle Daniels, Residential Tenant Senior Services, Inc.
Yvonne M. Dillon, Residential Owner
Rochelle Frazier, Residential Owner
Michele Henry-Ellis, Residential Tenant/Student
Elliot Hoffman, Just Desserts
Robert P. Legallet, Industrial Property Owner
Jim Martin, Bayview Hunters Point Multi-Purpose Senior Services
Sophenia Maxwell, Residential Owner
Mohammed Nuru, San Francisco League of Urban Gardeners
Alvin P. Norman, Jr., Al Norman Plumbing
Stephanie Ricci, RWD Associates
Cynthia Selmar, Southeast Health Center
Sandra Swanson, Residential Tenant/Student
Evette Taylor-Monachino
Claude Wilson, Southeast Alliance for Environmental Justice

SAN FRANCISCO REDEVELOPMENT AGENCY LONG RANGE PLANNING/TECHNICAL ADVISORY STAFF

COMMISSIONERS

Chantel L. Walker, President
Kathryn C. Palamountain, Vice President
Mark Dunlop
Leroy King
Ramon E. Romero
Darshan Singh
Benny Y. Yee

EXECUTIVE DIRECTOR

Marcia Rosen, Executive Director

PLANNING DIVISION

Jose Campos, Planning Division Manager
Stan Muraoka, Project Manager
David Habert, AICP, Senior Planner
Lisa M. King, Senior Planner

PROJECT MANAGEMENT DIVISION

Helen Sause, Deputy Executive Director
Gaynell Armstrong, Assistant Project Manager

HOUSING DIVISION

Olson Lee, Assistant Deputy Director, Housing
Matt Schwartz, Senior Housing Development Specialist

PREVIOUS STAFF CONTRIBUTORS

James Morales, Executive Director
Byron Rhett, Project Manager
Michele Davis, Project Manager
Nashua Kalil, AICP, Urban Designer/Planner
Regina Davis, Senior Planner
Erwin Tanjuaquio, Associate Planner
Corwin Hankins, Planning Associate
Lifang Chiang, Planning Associate
Teresa Ojeda, Planning Associate
Chris Potter, Planning Associate
Derek Fleming, Planning Associate

CONCEPT PLAN PRODUCTION

Nashua Kalil, AICP, Lead Writer/Editor
Lisa M. King, Secondary Writer/Editor
Regina W. Davis, Contributing Writer
Lisa M. King and Nashua Kalil, Maps and Plans
Julie Schwade, Graphic Designer
Linda Zane, Lisa King and Nashua Kalil, Supportive Graphic Design and Layout

ALL PHOTOS BY AGENCY STAFF UNLESS OTHERWISE NOTED.



**BAYVIEW HOSPITAL ACQUISITION
PROJECT 2004 & 2005 (P04)**

2004 Change - 1000000
2005 Change - 1000000
San Francisco - 1000000
www.bayview.com

**SAN FRANCISCO HOSPITAL ACQUISITION
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